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FRANCO-ONTARIAN ELEMENTARY AND SECONDARY EDUCATION

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This study reflects the views of the authors and not necessarily those of the Commission or the Ministry of Education.

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The subcommittee hopes that, through the efforts of so many, its report focuses on the many serious problems which the francophone educational communities will face in a period of declining enrolment, offering practical suggestions to avert disastrous consequences.



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EACH CHILD OF THE FRENCH-SPEAKING
OR ENGLISH-SPEAKING MINORITY IS
ENTITLED TO AN EDUCATION IN HIS
OR HER LANGUAGE IN THE PRIMARY
OR THE SECONDARY SCHOOLS IN EACH
PROVINCE, WHEREVER NUMBERS WARRANT¹

¹Report on a meeting of the Premiers of the provinces, the Globe and Mail, February 24, 1978.

Part A

A History of Franco-Ontarian Education

Whereas it was easy for the English majority to obtain educational support in Ontario, the francophone minority had to struggle continuously to obtain equal opportunity. To illustrate this fact, the initial section on the history of Franco-Ontarian education is devoted to the development of the anglo-phone public school system in Ontario.

Public education at the elementary and secondary levels for Anglo-Ontarians has a 170-year-old history.¹ The first grammar school act was passed by the Upper Canadian legislature in 1807, the first common school act in 1816. With these acts began the partnership of trustees, local supporters and the central government in administering, funding and programming elementary and secondary schools in Upper Canada, later Canada West, and now Ontario.

In 1871 Chief Superintendent Egerton Ryerson shepherded through the legislature "An Act to improve the common and grammar schools in Ontario." Property tax and pupil attendance became compulsory; a graded system from grade one to thirteen began. This structure remained relatively unchanged between 1871 and 1945, while expanding in pupil population and curricula. Secondary education gradually grew in demand; certain subjects like home economics and industrial arts appeared; kindergarten and some business programs developed. But, in general, the Great Depression and two World Wars prevented any large expansion in curricula.

With the arrival of the "baby boom" and industrial and economic expansion after 1945, elementary and secondary programs and enrolment grew dramatically. Special education, oral French, new mathematics, family life education, etc., appeared in the elementary schools. The "Robarts Plan" took advantage of the federal grants for vocational/technological education, so that composite high schools and vocational schools came on the scene. Students could choose among a variety of academic, technological and commercial programs. Furthermore, the

¹The historical references are mainly from R.T. Dixon, The Ontario Separate School System and Section 93 of the British North America Act, unpublished Ed.D. dissertation. University of Toronto, 1976.

philosophy of individual differences was translated into practice to the extent that students could take secondary courses at a five-year, four-year or two-year level, depending upon their abilities and future plans.

Further, expansion and differentiation occurred in secondary schools about 1970, when the credit system was introduced. Students could then take, relatively speaking, any combination of commercial, technological, academic, and interest credits, with the traditional credits offered at remedial, normal and enriched levels.

The situation described above for anglophone education has been radically different for Franco-Ontarian public education, so different that one must question how much contraction will be possible or desirable now that Ontario student enrolment is declining.

The first 100 years of francophone and anglophone development are similar. In 1675 a French school operated at Fort Frontenac (Kingston). In 1742 the first permanent school began operating in Sandwich. In 1792, when Upper Canada was established, Governor Simcoe, using the "Quebec Act" as precedent, began publishing official documents in the two languages. During Ryerson's lengthy administration as Chief Superintendent of Schools (1846-1877), there were no regulations on the language of classroom instruction, French teachers did not have to display competency in English, and certain elementary schools were conducted all day in French. Furthermore, Ryerson, aware of the importance of French, sent his daughter to a French boarding school in Quebec for her elementary and secondary education. In 1851 he had issued a regulation permitting French as the language of instruction.

Meanwhile, immigrants from Quebec to the counties of Prescott and Russell as lumbermen and farmers began arriving in the 1800's; by 1880 fifty percent of the total population there was French. In the 1840's large numbers came to Bytown (Ottawa) and developed French parishes, each with its church and school. By the turn of the century the French also populated the areas around Lake Timiskaming, Lake Nipissing, along the C.N.R., O.N.R. and Transcontinental railways under construction, the mining centres of Cobalt, Timmins and Kirkland Lake, and the lumber and paper mills at Sturgeon Falls, Iroquois Falls, Smooth Rock Falls, Hearst, and Kapuskasing. By then the Franco-Ontarian constituted over six percent of the population.

Elementary education for this Franco-Ontarian population developed normally; secondary education awaited future interest from society. But in the 1880's progress in francophone education ceased and strife and retrogression began.

In 1885 Riel was hanged; in 1886 Premier Mowat and opposition leader Meredith waged the first of three provincial election battles on the issue of "No-Popery," an issue centering in general on separate schools and in particular on "bilingual" schools and schools where French was used as the language of instruction. In 1890, following the New Brunswick precedent in the 1870's, the French separate schools in Manitoba were abolished. Ontario became embroiled in this national francophobia.

Thus, Sir George Ross, Minister of Education, appointed a commission to check into Conservative allegations about French schools. In 1889 a Report of Commissioners on Public Schools in Ontario in which the French Language is Taught stated that the public schools in the counties of Prescott, Russell, Essex, Kent, and Simcoe were teaching an anti-British history and religion, were using French readers, and were imparting a low standard of English. As a result, the government in 1889 issued "Regulation 15," the first language of instruction edict. English was to be the language of instruction as far as possible, and French was to be an "extra subject."

Compounding this new problem was the growing relative poverty of French elementary schools, which, because they were usually separate, had no access to the growing revenues from corporation taxes. This lack of funds also prevented any significant development of French secondary schools. Consequently, in 1910 a French Congress was called in Ottawa. It resulted in the formation of L'Association canadienne-francaise d'education d'Ontario and in the demand for a French curriculum, normal school and inspectors, as well as for freedom from "Regulation 15."

Premier Whitney, in response, appointed a commission. A previous confidential report from Dr. F.W. Merchant, a Department of Education official, in 1908 had described poor pupil progress, especially in English and French, at the elementary schools in Plantagenet, Ottawa and Sturgeon Falls. In 1912 Dr. Merchant's public report to Whitney criticized the system in French schools by which English reading was not introduced in the beginning elementary years

and pointed to inefficient, inadequate, poor teaching and low pupil attendance. The report recommended a gradual transition from French as the language of instruction to English through the first four years of school.

The result of this was the infamous "Instruction No. 17" for the school year 1912-13. It mandated that there was to be no French as the language of instruction beyond grades one and two, except that in all grades French could be the subject of study, if parents wished it, if the inspector approved, if it did not interfere with the study of English, and if it did not exceed one hour a day. The well-known result of this attempt to eliminate a French elementary school program was strife in Ottawa from 1912 to 1927. Teachers refusing to sign an oath not to use French as the language of communication and instruction lost their certificates. Many pupils were withdrawn into unsatisfactory private French schools; some received little or no education. Two separate court cases went all the way to the Privy Council, where "Regulation 17" was upheld.

Sanity returned. In 1922 a group of Toronto anglophones formed the Unity League of Ontario to improve French-English relations. It reported that the Ottawa schools had a very high pupil-teacher ratio, considerable pupil absenteeism and sickness, crowded, ill-ventilated, poorly heated accommodation, and, in short, inadequate programs. It judged the repressive Regulation 17 to be a divisive, immoral force and a failure. It recommended compulsory English for all and French for those who wished it. It also advised ignoring attention to time-tables in favour of emphasizing results and teacher qualifications.

Thus, the Ontario government asked for another investigation. The "Merchant-Scott-Cote Report" of 1927 recommended French as a subject of study and other subjects to be taught in French without an "indiscriminate" proliferation. The government then returned French elementary education to a point near to the pre-1912 situation: Regulation 17 was usually ignored, and inspectors were broadminded. In 1927 "Circular 47," a French curriculum, was issued; French inspectors and a provincial director of French instruction were appointed, and a bilingual normal school was established in Ottawa. In 1944 Regulation 17 was abolished.

After 1927 slow, quiet progress was made in French curriculum. Certainly, no provincial government could openly encourage such developments, but grade

eight entrance and normal school examinations did appear in French and l'Association des enseignants Franco-Ontariens did become a part of the Ontario Teachers' Federation serving French elementary schools operating within the limitations of inadequate tax and grant revenues. As for secondary education, the "Tiny Township Case" was resolved in 1928, when the Privy Council judged that separate school boards (under which French schools were operating) could not constitutionally operate beyond grade ten, unless the government were to grant new post-Confederation rights. Thus the French could not develop secondary programs except in grades nine and ten (with elementary school revenues) and in private schools.

In 1950 the "Hope Commission Report" recommended other set backs for French elementary curricula. The Director of French Instruction for Ontario was to move from Ottawa to Toronto and was to cease corresponding in French with board and government officials. French was to continue to be a subject of study at high school, but, at the elementary level, French was to be the language of instruction and communication and a subject of study only for a specified period of time, under certain conditions and with the permission of the Minister of Education. Although the Frost government did not act on these unreasonable recommendations, the Report had a dampening effect on any franco-Ontarian aspirations for fair elementary school funding and for a secondary school system.

In the meantime, the Franco-Ontarian population had been growing and spreading throughout the province. With the "boom" years of the 1940's, 50's and 60's immigrants came to Elliot Lake in the north and to industrial centres, especially Toronto, in the south. The population had grown from 75,383 in 1871 (four point six percent of the total population) to 737,360 (ten percent) in 1971. The pattern became the following: concentration in the most vulnerable areas economically, and a very small population dispersed throughout English cities in the south.

Finally, in the 1960's the severe problems in Franco-Ontarian elementary and secondary education began to receive attention. In 1963 the corporation tax adjustment grant made it possible for the first time for separate school boards, which managed most of the French elementary schools, to do the following: recruit experienced qualified teachers, appoint non-teaching principals, initiate library programs and build facilities for physical education, kindergarten, library, home-economics, and industrial arts, and begin to provide special education

staffing and curricula.

Francophone secondary students, although in English high schools, were given the opportunity in some places to study Latin and French in 1961 and history and geography in 1966.

General acceptance by the public of providing francophone students with curricula and staff in their native language came with the "Royal Commission on Bilingualism and Biculturalism." Its 1968 volume on education described the serious problem regarding francophone secondary education in Ontario. Students graduating from a French elementary school with all subjects except English taught in French had limited destructive choices. He/she could attend a grade nine and ten French school operated by the separate school board, where the program was narrowly academic and elitist, because the board received only elementary school grants; furthermore, after the two years the student, if wishing to stay in school for the senior division, had to pay tuition to a private school. His/her other choice was to enrol in a public secondary school after grade eight or ten and study in a totally English milieu and with curricula mostly or totally English. The Report, not surprisingly, found that the drop out rate was relatively high, that many Franco-Ontarian students were streamed into vocational courses, and that the change from a religious-cultural French school to a secular English high school was "traumatic." The Commission recommended the creation of French secondary schools with a limited number of English under the same roof, the appointment of a French assistant deputy minister, and the administration of the new French high schools by boards of education.

In 1967 Premier Robarts announced to the Canadian Association of French Language Educators that Ontario would provide French secondary schools. The Minister of Education, William Davis, created a Committee on French Language Secondary Schools. In 1968, the result, the "Beriault Report,"² was enacted into legislation. French public secondary education began January 1, 1969, wherever ten or more French ratepayers requested education for thirty or more francophone students who could be gathered into classes.

By this time, the Franco-Ontarians were settled in five zones: eastern

² Beriault, Roland R., Chairman, Report of the Committee on French Language Schools in Ontario, Ontario Department of Education, 1968.

Ontario (Carleton, Glengarry, Ottawa, Prescott, Russell, Stormont), northern Ontario (Haileybury to Hearst), the mid north (North Bay, Sturgeon Falls, Sudbury), the south (Penetanguishene, Toronto, Welland), and the south west (Paincourt, Sarnia, Windsor). According to the 1971 Census of Canada³ there were 737,360 people of French ethnic origin in a total Ontarian population of 7,703,105. But this ten percent minority represents between fifteen and thirty percent of the population in Ottawa-Carleton, between thirty and forty-five percent in Glengarry, Nipissing, Stormont, and Sudbury, between forty-five and sixty percent in Cochrane, and over seventy-five percent in Prescott and Russell. On the other hand, in twenty-nine counties the population is less than two percent French-speaking. (See Appendix A: 1,2.)⁴

Due to the new legislation these francophones now saw some of their children enrolled in twenty-four French high schools and thirty-six mixed high schools.⁵ Understandably, problems developed both where the Franco-Ontarians felt that their high school population deserved a building of its own and, later, where they felt that an insufficient number of credits were offered in French. The first major battle for a French language secondary school which received provincial and national media coverage occurred in Metropolitan Toronto. Two other serious flashpoints developed in Sturgeon Falls and Cornwall due to disputes over the desirability of a French high school building instead of shared facilities. Over twenty other major and minor local disputes, mostly about accommodation, were also in the background.

Thus in 1972 the government formed a "Ministerial Commission on French Language Secondary Education" to investigate better procedures for delivering French curricula at the secondary level. From this "Symons Report"⁶ came legislation which established a Languages of Instruction Commission to serve as a mediator and, if necessary, as investigator and advisor for the Ministry, wherever a language minority group complains about the school program. Also the Report clarified the functions of the French language advisory committees relative

³Statistics Canada, 1971 Census of Canada, Population by Ethnic Groups, Cat. 92-723.

⁴Quazi, Saeed, compiled for CODE.

⁵Ministry of Education, Education Statistics, 1976.

⁶Symons, T.H.B., Commissioner, Ministerial Commission on French Language Secondary Education, Ministry of Education, Ontario, 1972.

to boards of education and recommended that, where an independent entire building was not possible for the Franco-Ontarian secondary school, an autonomous wing be turned over to the French. To assist in the implementation of the new French curricula, the Ministry established the Conseil superieur des ecoles de langue francaise whose head was given assistant deputy minister status.⁷

Since the "Symons Report" there remain problems in the mixed schools regarding the quantity and quality of curriculum and regarding at times the lack of independent wings. Declining enrolment could complicate the one problem and solve the other. (See Part B.) Dr. Henry Mayo in his report to the Ontario legislature in 1977 suggested that these problems could best be resolved in the Ottawa-Carleton area by having a publicly-supported school system for the francophones independent of the public and separate school system.

Finally the Parti Quebecois victory of November 15, 1976 has raised the consciousness of both francophones and anglophones in Ontario in the matter of educational and other facilities in French.

In light of both the fairly recent development of adequate French education at the elementary (1963) and the secondary (1969) levels and of the difficult years before the sixties, one should conclude that the Franco-Ontarian student deserves at least equal and probably compensatory or additional to the curricula as compared to the anglophone student.

⁷ Legislative Assembly of Ontario, Tuesday, March 16, 1972.

Part B

Declining Enrolment and Other Factors Affecting the Survival of Franco-Ontarian Culture and Curriculum

As described in the preceding section the Franco-Ontarian population constitutes ten percent of the total provincial population. Although the concentration is sufficiently high in the north and the east of Ontario, the remaining francophone distribution seems to be sufficiently low to endanger survival of the Franco-Ontarian culture as declining enrolment in French schools continues. Accompanying the low birth rate are other threats: assimilation in the home, economic pressures, population displacement, lack of accessible French tertiary-educational facilities, and exogamy.

The 1971 census data indicated a pattern of assimilation for Franco-Ontarians, since large numbers of Ontarians whose mother tongue is French do not use French as the language spoken in the home.

Table 1

Population by Mother Tongue (and Sex), 1971 (Ontario)¹

<u>Total</u>	<u>English</u>	<u>French</u>
7,703,105	5,971,570	482,040

Population by Language Most Often Spoken in the Home, 1971 (Ontario)²

<u>Total</u>	<u>English</u>	<u>French</u>
7,703,105	6,558,065	352,460

In Ontario, 482,040 people claim French as their mother tongue, but only 352,460 claim that French is the language most often spoken in the home. The pattern, by county of growth or decline in the French-speaking Ontarian population is seen on the map, Growth or Decline of French-Speaking Population, 1971-1976, and on the table Change in French Population in Ontario, 1971-1976.³ (See

¹1971, Census of Canada, Cat. 92-725.

²Ibid., Cat. 92-726.

³Quazi, Saeed, CODE.

Appendix A: 3,4.)

There are some areas of population growth shown on the map, as well as areas of decline. Of the areas of population of density greater than fifteen percent French-speaking, in the mid north, northeast, and eastern regions of the province, only Ottawa-Carleton, Prescott and Russell show an increase in the French-speaking population of under five percent, and between five and fifteen percent respectively. The others show various percentages of decline from under five to fifteen percent in the three regions mentioned.

The pattern of decline of the percentage of the population by mother tongue has been evident for some time. (See Appendix A:5.)

Wm. G. Fleming's study⁴ noted that between 1941 and 1961 the percentage claiming French as their mother tongue declined from seven-point-six to six-point-eight, a proportionately greater decrease than for the English. He noted that during that period the decline in those whose mother tongue was French was largely seen in the younger age groups rather than in the older, even when, as between 1941 and 1951, the overall percentage for all age groups was similar. Fleming suggested that the extension of the educational system for French-speaking Ontarians would prevent some school-age children from abandoning French as the language of the home and thus ensure that their children claim it as a mother tongue; this would indicate a role for the school in language maintenance.

The School Population. Approximately seventy school boards provide for French-speaking students in Ontario. There are fifty-three boards (seven public, forty-six separate)⁵ with 300 schools (nine public and 291 separate)⁶ at the elementary level and forty-six boards with sixty schools (twenty-four French, and thirty-six mixed)⁶ at the secondary level. This is contrasted to 3,995 elementary schools and 620 secondary schools serving the general Ontario population.⁶

⁴Wm. G. Fleming, The Expansion of the Educational System, Vol. 1, Toronto Free Press, 1971, pp. 71-73.

⁵1975-76 data from G. Beaulieu, of the Ministry of Education.

⁶Ministry of Education, Education Statistics, 1976.

The total enrolment in French language schools in 1977 was the following:

Elementary Enrolment

French language public schools	2,434
French language R.C. separate schools	70,022 ⁷
Total French language elementary schools	72,457 ⁷

Secondary Enrolment

30,623⁷

The sheet, Statistiques par region,⁸ shows the distribution by region of elementary and secondary students in French instructional units in Ontario in 1977-78. It shows the greatest concentration of students to be in the mid north, the northeast and eastern Ontario. The total numbers of students differ slightly from the previously cited current enrolment. (See Appendix A: 6.)

At the secondary level, the French-speaking students are frequently a minority in the school context. A list of the French and mixed secondary schools and their enrolments illustrates, when the population in the thirty-six mixed secondary schools is broken down into anglophone and francophone students, that in only nine of the mixed schools are the French-speaking students approaching equal numbers or are in the majority. (See Appendix A: 7.)⁹

The past and present enrolment pattern by grade and year is shown for the last twelve years (1966-1977) for elementary schools and for the last nine years (1969-1977) for secondary schools. (See Appendix A: 8, 9, 10, 11.)

These tables¹⁰ illustrate that the elementary francophone school population peaked in 1970 (when the grade nine and ten totals are subtracted), while the secondary (a newer system) peaked in 1976.

The percentage of growth or decline in French elementary and secondary

⁷Quazi, Saeed, from Ministry of Education Annual Reports for CODE.

⁸From the Council on French Language Schools (Conseil superieur des ecoles de langue francaise).

⁹Directory of Education, Ontario, 1977/78 for the list of schools and enrolments. Conseil consultatif des affaires franco-ontariennes, Ministere des loisirs et de la culture (Approx. 1975), for the anglophone/francophone enrolments.

¹⁰Quazi, Saeed, for CODE four tables: Enrolment in French Language Public Schools in Ontario 1966-1977, in French Language R.C. Separate Schools, in French Language Elementary Schools in Ontario, and in French Language Secondary Schools in Ontario, 1969-1977.

schools by county is illustrated in Change in French Elementary School Enrolment 1971-1976, and Change in French Secondary School Enrolments 1971-1976. (See Appendix A: 12, 13.) A graph is presented, Ontario: Enrolment in Schools Attended by French-Speaking Pupils,¹¹ to illustrate the pattern of change at the elementary school level 1961-1977. (See Appendix A: 14.)

The tables showing the projected enrolments from 1978 to 1986 for elementary and secondary schools show a decline in elementary school enrolment from 70,297 in 1978 to 65,507 in 1986, and a decline from 30,084 secondary level students in 1978 to 22,032 students in 1985 and a levelling off in 1982 appears when a small increase occurs to 22,122. (See Appendix A: 15, 16.) A line graph, Actual and Projected Enrolment in French Language Schools in Ontario,¹² shows the past enrolments and projected trends for the elementary and secondary schools. (See Appendix A: 17.) The rate of decline of the student population is greater for the French-speaking population than for the general Ontario population. (The total elementary school population in 1976 was ninety-two-point-eight percent of the 1970 school population, while the total French elementary school population in 1976 was eighty-two-point-three percent of the 1970 French school population.) The average rate of decline from 1970 to 1976 was two-point-five-seven percent of the 1970 elementary school population but four-point-five-eight percent for the French elementary school population.¹³ There are a number of possible reasons for this situation.

There are fewer births per thousand women for those of French origin than for the general population of Ontario. The rate of decline of birth rate is greater for the Ontario people of French origin than for the general population.

However, when a comparison is made of the number of children born per thousand women between generations (ages fifteen to forty-four years and seventy years and over), the proportion is almost fifty percent for those of French origin and seventy-one-point-three-eight percent for the general Ontario population, indicating a reduction in birth rate of fifty percent for those of French

¹¹Quazi, Saeed, for CODE.

¹²Ibid.

¹³Based on data in the Ministry of Education, Ontario, Education Statistics, 1976.

origin and of approximately thirty percent for the general population. Even with a less extreme comparison (between fifteen and forty-four years of age and forty-five years of age and over) the rate for those of French origin is sixty-two-point-two-five percent and for those of the general population is seventy-seven-point-eight-seven percent.¹⁴

Economic Pressures. Parents may perceive that joining the majority group would lead to more success in the job area. The attitude is sometimes seen that achievement in English and in both school-related and job-related areas (in English) will be reduced if education is in French. The result is a demand for bilingual as opposed to French only (e.g. Welland secondary education), or English education. A recent study in Manitoba¹⁵ of parental attitudes and of student achievement confirmed the attitude described above, but the study of student achievement did not support the idea that the actual student achievement was hampered in English by studying in French. In a study of Franco-Ontarians in north eastern Ontario, Chaperon-Lor¹⁶ reported that on the whole bilingualism is seen to be an advantage for francophones and that French has become better accepted now, according to those interviewed, but several comments were received indicating a feeling of being less-than-equal, such as "Meme bilingue, c'est toujours difficile pour un Franco-Ontarien d'avancer, les 'foremen' et les 'unions' sont presque toujours anglais," et "Oui, dans mon travail au CN, ce n'etait pas facile; on se faisait dire 'speak white'."

In a study of one specific urban area in Ontario of about seventeen percent francophones, it was found that on the average, the francophones had a level of income lower than that of the anglophone majority.¹⁷ It was suggested in that paper that assimilation may be seen to be a means of improving socio-economic status.

Lack of easily obtained education in the mother tongue, especially in

¹⁴Based on tables from Statistics Canada, 1971 Census of Canada, Cat. 92-751, Vol. 1, part 5.

¹⁵College universitaire de Saint-Boniface, Rapport, Rendement académique et langue d'enseignement chez les élèves franco-Manitobains, 1976.

¹⁶D. Chaperon-Lor, Une Minorité s'explique, OISE, Occasional paper No. 14, 1974.

¹⁷Mougeon, Raymond, "French Language Replacement and Mixed Marriages," Anthropological Linguistics, Nov. 1977.

areas of less concentrated francophone population in other areas of the province, the difficulties in obtaining an education in French may be seen as too great a hurdle.¹⁸ However, as (if) greater availability of French language instruction becomes available, especially at the secondary level, language displacement may be reduced in the long run.

Population shift to urban centres. As the Ontarian population moves to more urban centres, the traditions of the small towns are lost.¹⁹ This tends to increase assimilation.

Exogamy. In situations of mixed marriages (French-English) the proportion of students attending French schools is much lower than when both parents are of French origin.²⁰ The following table from the Mougeon study will illustrate the pattern.

Table 2
Language of Instruction of the Children
from Mixed Marriages in 1974-1975

Total number of mixed marriages	French language instruction		English language instruction	
	Number	Proportion	Number	Proportion
78	34	44%	44	56%

Language of Instruction of the Children
from Non-Mixed Marriages in 1974-1975

Total number of non-mixed marriages	French language instruction		English language instruction	
	Number	Proportion	Number	Proportion
116	110	95%	6	5%

¹⁸ Ellis, Dormer, Etude longitudinale des caracteristiques d'un millier d'instituteurs Franco-Ontariens, 1968-1975, Toronto, 1972.

¹⁹ Comeau, Paul, Les facettes d'un systeme scolaire, Universite d'Ottawa, 1971, p. 32.

²⁰ Mougeon, Raymond (op. cit.) plus television reference of Pierre Savard, on Pile et Face, 28 March, 1978.

The brief examination above suggests that there are many influences on the French population, tending to reduce numbers in the school population. With the current decline in enrolment one must consider the possibility of the disappearance of classes and a reduction of services and the potential drastic effects on the minority population, unless counter measures are made to guarantee the provision of essential services to the francophone population.

Part C

Declining Enrolment and French as a First Language Curricula in Ontario

1. Introductory Remarks

The statistics of the Council on French Language Schools of the Ministry of Education indicate that there are 72,813 pupils enrolled in the French elementary schools and 30,639 in the secondary French schools. According to its projections, there will be only 59,359 at the elementary and 26,190 at the secondary level in the school year 1982-83. The drop works out to 13,454 and 4,449 at the respective levels.

The entire education system of Ontario will feel deeply negative effects from declining enrolment. However, the network of French schools risks being most severely affected if it becomes necessary to apply uniform policies without considering the minority Franco-Ontarians and the particular function of their schools. For example, the subcommittee's questionnaire on French curriculum, completed by 105 Ontario school boards, reveals that one French-language elementary school will close in the school year 1977-78, two in 1978-79, and three in each of the following school years. (See Appendix B, item 10.)

The francophone minority, as indicated in Part A, has not enjoyed until relatively recently in Ontario favourable policies for the solid establishment of a system of schools and has suffered from a lack of sympathetic comprehension from the legal and administrative bodies. Thus, when it was easy for the anglophone majority to obtain adequate educational services sustained by the Ministry and its laws, the francophone minority had to struggle continually to get the necessary educational services for its healthy development. Even in these days, despite existing laws, the subcommittee's study will reveal that the francophone community is not being adequately served educationally in many places. Furthermore, the rate of actual assimilation is doubtless due in great part to the fact that the francophone community has not been able to rely on a dynamic system of French schools.

Besides pursuing the same aims as the English school, the Franco-Ontarian school must respond to other specific objectives. In the opinion of the participants at the conference on the problems of the contemporary francophone secondary education held in 1972, the Franco-Ontarian school for the immediate future

"must become the institutional agent through which the francophone population will identify itself; it must subsequently become the socio-cultural context in and through which the francophone population will develop" (in translation). This colloquy¹ identified four aims to attain and four specific means. They are reproduced here out of the subcommittee's belief that they still apply today for the French school.

- Aims:
1. The school must continue its pedagogical role favouring the development of the person;
 2. The school must become the catalysing agent of the francophone population in its search for its identity;
 3. The school must become the transforming agent of the francophone community;
 4. The school must become the functional agent of the francophone community.
- Means:
1. The school must be part of an administrative structure which permits its directors to exercise their leadership;
 2. The school must be used more as a means of communication;
 3. The school must have competent personnel and pedagogical resources appropriate to its tasks;
 4. The school must possess sufficient financial resources.

At the very time when the Franco-Ontarian relied on his system of French schools to attain these aims and to check somewhat assimilation, the decline of a school complement, complicated by provincial budgetary problems, creates worries. In effect, these two factors, each in itself, could force the closing of schools, reduce significantly the number of courses taught in French and prevent the construction of necessary French schools. As this study will reveal, in several schools the Franco-Ontarian student does not enjoy the same high standard of curriculum offered to the anglophone student in his language.

The Ontario people must assure to its francophone minority a strong and dynamic school system, capable of sustaining the cultural and linguistic life

¹ Colloquy: "The Dilemma of the Contemporary Secondary School," Project in collaboration with the Faculty of Education of the University of Ottawa, the Ottawa regional office of the Institute of Pedagogical Studies of Ontario, the Committee of French language of O.S.S.T.F., Ottawa, May, 1972, p. 7.

of this population. Canadian unity demands nothing less even in a time of declining enrolment.

The members of the subcommittee have received a number of ideas from its search of the literature, from meetings with certain representatives of the francophone educational community, and from its questionnaire. (See Appendix B.) This report will develop these ideas under appropriate headings following this introduction. However, before beginning a description of these problems and proposals to deal with them, the subcommittee respectfully advances some general recommendations in connection with the continued dynamic existence of the French school system as survival agent for the French culture in a time of declining enrolment. These suggestions are made in the light of the material above on the historical and present problems and with the philosophy that "curriculum" for the francophone is a way of life centred in the home and the school. It is proposed that:

- (1) School boards not be authorized to close, sell or rent schools until the francophone community, where it exists in sufficient numbers, has obtained the classes or schools necessary to meet the needs of the francophone students.
- (2) Each school board encountering declining enrolment be obliged to involve the French Language advisory committee in the study of all relevant facts, ideas and suggestions on the problem as it affects the francophone student.
- (3) Before closing a school or classes in the French Language, the school board be obliged to ensure that the linguistic and cultural life of the community are not threatened.
- (4) The Ministry of Education permit the applying of revenues from the sale or rental of French Language instructional facilities to French curriculum.

II. Franco-Ontarian School Curriculum

A. Programmes and school organization. In many isolated northern communities and in areas with a less than two percent francophone population, the French-language elementary school will often have only one or two teachers for kindergarten to grade eight. This kind of student grouping added to the transportation problem causes serious pedagogical problems such as teacher training,

in-service, recruitment and preparation of appropriate teacher guides.

This subcommittee recognizes that in certain areas such grouping is inevitable. However, because French education has been slow to develop and is still not adequate in many areas, we believe that it would be preferable to avoid grouping different levels in the same class.

The subcommittee's questionnaire provides evidence that some directors of education already fear that teachers in such classrooms as above will find it extremely difficult to design and deliver appropriate curricula for pupils with general learning disabilities and impossible in the case of children with emotional, hearing, sight, perception, and other specific disabilities. Similarly, some of these teachers will not possess sufficient skill to teach the music or art curriculum as well as the other subjects of study. There might not be enough pupils to justify adding another special teacher to the school. (See Appendix A, 10.) Furthermore, if the school board has an overall declining enrolment where costs are not dropping as fast as the pupil numbers, the positions of certain consultants or resource teachers may be in jeopardy. Again, these problems will not apply only to francophone schools; also, the Ministry of Education is currently funding a study on special education for Franco-Ontarian students and organizing teams of subject consultants to service boards with such difficulties. It must be noted, furthermore, that the new \$150 grant for each elementary school pupil enrolled in a French-as-a-first-language instructional unit is intended partially for such problems as those noted above. These are excellent grants operating independently of the board's grant rate. A recent planning document for use of these funds has been designed by the Ministry; some education about its existence and use will be necessary. Finally, the Ministry has just announced the assignment of a large amount of money for translation into French of suitable English textbooks and resource books and for the even more crucial task of writing teacher and pupil curriculum materials in French to replace curriculum materials developed in France and Quebec and to increase the small amount of Ontario developed materials. This funding will also greatly alleviate the problem of learning materials just for a grade provided that attention is paid to the needs of the teacher and learner in the multiple-grade classroom.

It is proposed that:

- (5) the Ministry of Education provide consultative services to board officials responsible for recommending to their boards how the supplementary French language minority grants for pupils enrolled in a French-Language instructional unit should be spent.
- (6) the regional ministry services teams presently being recruited by the Ministry provide assistance to teachers in schools or classes with special needs.
- (7) some of the Ministry funds for development of Franco-Ontarian curricula be directed to writers planning to meet the needs of teachers and pupils in schools or classes with special needs.

B. Admissions boards. Admission boards are charged with the duty under section 267 of the Education Act of deciding who may attend a French-as-a-first-language school. Such a board might find it tempting to solve the problem of declining enrolment in an elementary school for francophones by admitting anglophones whose parents desire a French curriculum for their children but who are unilingual English and by admitting nominal francophones whose parents are assimilated. A study is currently under way examining such practices. Several boards reported admitting anglophones to their programs. Two boards admitting a considerable number state it is their policy to reduce the numbers. Two boards refuse no one but admit to varying levels of accomplishment in French. One board reported that they already have programs of "recuperation" up to grade five. One brief to the Commission from the midnorth mentioned the possibility of increasing their kindergarten to eight enrolment from 603 to 803 by involvement of English-speakers desiring to learn French, over the next six years.

There is no doubt that anglophone students in French language classes retard the progress of francophones whose competency in French is either good or average. This is why educators should avoid this kind of grouping which only retards francophone students in the acquisition of their language and culture.

It is certainly difficult to define adequately the term "francophone student." For certain, he whose mother and father speak French is francophone. For another case, there is the child who has one parent who speaks French and who has learned from the efforts of this parent enough to permit him to speak

and understand the French language with a certain facility. Finally, with regard to others, any person who can express himself correctly in French should have access to a French-language school.

The subcommittee believes that it should charge to each school board and its admissions committee the question of whom to admit. One thing is certain, however, and that is that the board should not accept into its French-language classes students who cannot express themselves adequately in French.

It is proposed that:

- (8) School boards establish orientation and compensatory classes for francophone students with no or limited knowledge of French and that school boards avoid grouping these students with other French students whose knowledge of French is satisfactory.

C. Guidance services. The practice in Ontario schools has been to provide a guidance teacher for every 300 elementary pupils. This service has become essential with the much greater choice of selection a student has when embarking in the credit system. The francophone pupil preparing for high school has other more difficult factors to consider. Perhaps only a mixed school with limited course offerings in French is available. Perhaps the postsecondary course towards which he/she is aiming is given only in English. Careful counselling is needed from a French-language guidance teacher who understands the opportunities in Franco-Ontarian education.

It is proposed that:

- (9) Every 300 francophone elementary pupils be provided with the services of a French guidance teacher to counsel them about the opportunities in Franco-Ontarian education.

D. Franco-Ontarian-School Curriculum and H.S.I. The difficulties discussed in Part A over accommodation for francophone students should vanish with declining enrolment. It will become possible in more and more communities to redraw boundaries and to reorganize classes so that the French students will have a school of their own or at least an autonomous wing or floor of a building.

But how does one diminish services already inadequate? Ratepayers, trustees, teacher educators and board and government officials will have to regard the delivery of a minimum French curriculum with as much positive attention

as they would in a situation where a small English high school was dropping in enrolment.

A current study (Churchill, Rideout, Gill, Lamerand, 1978)² has revealed a "sombre" picture of how narrowly French secondary curriculum services have developed relative to English programs since 1968. Although it is a widely-known fact that francophone students have unfavourable access to teachers in their native language at the secondary level, the statistics revealed in the study are probably worse than the general public and many education and government leaders know. Nine typical mixed secondary schools were studied; they were a variety of sizes in all areas of the province. In them less than one quarter of the total number of Ministerial curriculum guidelines were offered in French in all four "areas of study" (communications, arts, pure and applied sciences, social and environmental studies) except languages (thirty-seven percent) and social sciences (twenty-nine percent). Seven of the nine mixed schools offered no vocational and/or technical courses in French. Certain other curricula delivered a very small proportion of the courses in French: art (ten percent), business and commerce (fourteen percent), and mathematics and sciences (sixteen percent). Francophones normally have a reasonably broad choice in the intermediate division. The number of "credits" offered in summer or evening classes in French was so small as to be almost insignificant. To sum up, in five of the nine mixed schools no francophone student ever takes at any time a full program in French. In five of the nine mixed schools, about seventy to ninety-five percent of the grade nine francophone secondary school students are enrolled in programs having only one or two credits in French.

The results are devastating. A francophone student moves from an elementary school where all subjects except English are taught in French to a mixed secondary school where he/she takes at least two-thirds of his/her credits in English. As he/she progresses towards a secondary school graduation diploma, he/she takes more and more credits in English; there is a psychology affecting choice, when the student understands that an intermediate division credit offered in French is given only in English at the senior level.

² Churchill, S., B. Rideout, M. Gill, R. Lamerand, Costs: French Language Instructional Units - An In-depth Study of Selected School Boards. O.I.S.E., 1978.

All of this affects what subjects francophone candidates for the teaching profession choose to study at the faculty of education. Since there seems to be "no direct correlation between total numbers of francophone students and the number of guidelines in use" and since "francophone students in the mixed secondary schools rarely have the chance to choose from more than a minute number of courses in their own language,"³ student teachers avoid certain French offerings at the faculty. This compounds the problem.

If the compulsory core and at least two arts credits are offered in French, the student will take sixteen of his twenty-seven credits in his/her native language. This seems only adequate and totally reasonable as a legislated minimum. Boards of education should be encouraged to continue these credits at the Secondary School Honour level. This would raise the opportunities to six more credits in a student's program.

It is essential that section 265 of the Education Act prescribing four English credits for all students be changed to add four Francais credits for francophone students for the following reasons:

- (a) A recent study (Mougeon, Belanger, Canale, 1977)⁴ describes the restricted level of usage of formal French grammar on the part of francophone students. Unless the recommendation in "H.S.1, 1977-78," page five, is changed to a compulsory requirement, the situation is likely to continue.
- (b) The francophone student is compelled to take many of his/her credits in English because of fiscal and staffing problems (especially with reference to the approaching surplus of anglophone teachers on contract). The lack of compulsory francais credits compounds the problem.
- (c) The statutory provision as it is places French in an inferior position in this province.

The new special grants for French instructional units in the 1978 Regulations will help the situation, if administrators and trustees receive sufficient

³Churchill et al study, op. cit.

⁴Mougeon, R., M. Canale, M. Bélanger, *Rôle de la société dans l'acquisition et le maintien du Français par les élèves franco-ontariens*, O.I.S.E., 1977.

education and direction. (See Chapter III.) Yet even now, the Languages of Instruction Commission of Ontario is responding to complaints about two boards where the number of credits in French are considered unsatisfactory by the French advisory committee. Before the 1978 grants, the Churchill study reveals that the expected higher spending for reaction, stimulation and compensation with minority-group education did not exist. Although the anglophone and franco-phone groups are supposed to have equal access to education in the language of their choice, the rights of one group are considered "more expensive."

It is proposed that:

- (10) In schools attended by both linguistic groups school boards use the supplementary grants to offer a wider choice of subjects taught in French including Francais, mathematics, science, geography or history and one course from the arts at all levels.
- (11) These recommended twenty credits for francophones be the minimum number taught in French in schools attended by both linguistic groups.
- (12) In schools attended by both linguistic groups school boards be encouraged to provide a full range of subjects taught in French for Secondary School Honour Graduation Diploma.
- (13) The Ministry of Education facilitate the retraining of teachers in order that French-speaking students in schools attended by both linguistic groups may benefit fully from the ideas contained in the "Co-operative Utilization of Community Resources" supplement to H.S.1.
- (14) Administrative, secretarial and translation services be offered to French-speaking teachers and students in schools attended by both linguistic groups.

In a few isolated communities where enrolment in the French-language elementary schools drops to an untenable number both for financial reasons and for the social development of the child and where transportation to another French school is impossible, the parents should be offered the opportunity to billet their child in a francophone home and send him to a French school in a community of their choice at government expense. Such arrangements for anglophone students have been made for decades. For example, the old county student and the still existing territorial district student without access to a school had his/

her room and board and educational costs paid by the county council or the Ministry of Education.

It is proposed that:

- (15) Elementary and secondary francophone students without access to any units of French-language instruction because of their very small numbers (e.g. five) and great distance from another French school be offered, subject to the choice of the parents, either transportation or residence in a francophone home and with educational financial arrangements similar to those for territorial district students in order that these students may obtain their education in French.

III. Educational Bodies and Franco-Ontarian Curriculum

A. The French-Language Advisory Committee (F.L.A.C.). The intent of the Education Act governing the establishment of French-language advisory committees is to provide boards of education with assistance, information and guidance in respect of improving educational and related services for the French-language school in the board's jurisdiction. The advisory function of the committee is considered to be of growing importance as the problems of declining enrolment increase. In order to increase the effectiveness of the French-language advisory committee, the two problems below need to be corrected.

Where a board purchases French educational services under section 255 of the Education Act, 1974, for its French-speaking students, a problem is encountered involving lack of parental representation or input on the French-language advisory committee of the board offering the services. This lack of representation stems from the legislation which confines the eligible membership on the F.L.A.C. to the secondary school jurisdiction of the board providing the services.

The problem of representation is multiplied in the composite Metropolitan Public School Board. By agreement, the Metropolitan boards of education purchase their French secondary school services from the North York Board of Education at Ecole Etienne Brule. This year almost thirty-two percent of the Etienne Brule enrolment is resident. The board predicts that in five years the proportion of residents will be higher, at forty-one percent. There will still be a substantial number of non-resident students in the school where an increase

in enrolment is predicted (from 612 to 850 in five years). Under present legislation the North York French-Language Advisory Committee is composed of eligible ratepayers within the jurisdiction of the North York Board of Education. Parents sending their children to Etienne Brule from boroughs other than North York are not legally entitled to representation and tend to feel that they have little influence over the educational body providing the services. In order to remedy this unhappy situation, it would seem logical that the legislation should be altered in respect of the composition of the F.L.A.C. to permit representation from the purchasing boards in proportion to the respective enrolments from each borough. The alternative to changing the composition of the F.L.A.C. would be to encourage the establishment of a F.L.A.C. in each of the feeder boroughs whose chairmen could be delegated to sit on the French-Language Advisory Committee of the board offering the services.

It is proposed that:

- (16) The Legislation governing the establishment and composition of the French-Language advisory committee be amended to permit representation from feeder boards.

Secondly, under present legislation the establishment of a F.L.A.C. is only compulsory in connection with the establishment of a French-language secondary school or instructional units. It is optional or at the discretion of the board when an elementary French-language school is established. There are three difficulties in this section: one, resulting from inconsistency as to the establishment of an F.L.A.C. (some boards providing representation through F.L.A.C. while others provide none); two, the fact that the legislation automatically places the elementary school under the jurisdiction of the secondary school F.L.A.C. with no representation from the parents of the elementary school; and three, separate school boards do not have to establish an F.L.A.C. at all.

It is proposed that:

- (17) The Legislation dealing with the establishment of F.L.A.C. be revised to make it compulsory for boards of education and separate school boards establishing secondary or elementary French schools.

Finally, the subcommittee's research indicates that some advisory commit-

tees are not sufficiently informed about the grants and tax revenues available for French language schools. Apparently, there are some school boards which do not profit from the grants placed at the disposition of francophone education for reasons which escape the subcommittee. Perhaps it is just a communications problem between the board and the F.L.A.C. Nevertheless, this information is essential for the F.L.A.C. to carry out its duties under the Education Act. To date, l'Association Francaise des Conseils Scolaires de l'Ontario (A.F.C.S.O.) has taken on the responsibility of teaching the members of the F.L.A.C.'s about the Ministry directives and grants affecting francophone education.

It is proposed that:

(18) The Ministry of Education provide French Language Advisory Committees with copies of memoranda sent to school boards with French Language schools.

B. The Council on French Language Schools. The Council on French Language Schools was originated by recommendations 34, 35, 36 and 37 of the "Symons Commission,"⁵ 1972. The following quotation sets forth the rationale for structural changes at the local, regional, and head office of the Ministry of Education:

It is not enough simply to provide for the establishment of French language schools and classes. Steps must also be taken to ensure that they can be sustained and animated with the same degree and quality of support as is provided for the English language schools of Ontario.

The structural changes at the Ministry of Education recommended by the "Symons Commission" were the following:

1. That a standing committee on French language schools be created within the Ministry of Education;
2. That the chairmanship of this committee should be held by a French-speaking official with experience in the French-language schools of the province;
3. That this Chairman would function as an Assistant Deputy Minister;
4. That five senior French language officials of the Ministry be appointed by the Minister of Education to serve on the standing committee;
5. That the standing committee would meet at least once a month.

⁵Op. cit.

The "Symons Commission" attached great importance to this structural change and the recommendations embodying it, calling it "the cornerstone for the new framework for French-language education in Ontario." The position of Assistant Deputy Minister applied to the committee's chairman was essential to give adequate control and meaningful leadership to the French-speaking minority of the province. As Assistant Deputy Minister, the chairman would advise the Deputy Minister and the Minister on all matters pertaining to French language education for francophones. The chairman would also be able to consult with and to call together any or all French-speaking officials of the Ministry whether at the head office or in the regional offices.

The present Council on French Language Schools has been created in accordance with the recommendations of the "Symons Commission." However, since 1972, the Council has been increased in numbers to ten, including the permanent Chairman, five Ministry representatives and four non-Ministry representatives.⁶ The organizational structure which places the francophone official in each department of the Ministry and that makes him/her responsible to the administration of the respective department has complied with the following concerns of the "Symons Commission":

Finally, the Commission's proposals also seek to ensure that the French-language schools remain an integral part of the total provincial educational system.⁷

Under conditions of declining enrolment and continually shrinking budgets, unusual pressures are imposed upon both French-language and English-language schools. The adequacy of the present structure and functioning of the Council on French Language Schools to protect the rights of the French minority must be re-examined in the sense that it was expressed by the "Symons Commission":

Within Ontario, the French-speaking community is in the minority and, for this reason, more attention has to be paid to the protection of its rights. It is indeed central to the Commission's argument that the educational rights and opportunities extended to the English-speaking and French-speaking populations of the province must be the same.

The subcommittee believes that in light of the extraordinary pressure brought about by the declining enrolment, the role and responsibility of the

⁶Reference, Hansard, March 16, 1972, Dimensions, Jan., 1975, and Jan./Feb., 1977.

⁷Op. cit.

Ministry of Education francophone officials should be reviewed.

The change recommended involves that of making the French-speaking official responsible to the French-speaking Assistant Deputy Minister of the Council on French Language schools. The French-speaking Assistant Deputy Minister would have access to a multi-disciplinary advisory group, an increased ability to respond to crises within the French-speaking schools and community. Such an organization would respect the integral nature of the French-speaking schools within the total educational structure.

It is proposed that:

- (19) The French-speaking officials concerned with the French language program within the Ministry of Education be assigned to the Assistant Deputy Minister-Council on French Language Schools.

C. The Franco-Ontarian Centre for Pedagogical Resources. One of the most recent francophone institutions in Ontario is "le Centre franco-ontarien des ressources pedagogiques." This organization, founded by Franco-Ontarians to answer their very specific needs, though self-supporting and non-profit, is expanding greatly and could become a pillar for the province's educators in the present situation.

Certainly, the effort that the Ministry of Education is making to alleviate partially this problem by initiating groups of itinerant experts servicing all boards with French-language instructional units is very good. The fact remains that pedagogical resources will be in certain areas difficult to obtain.

Therefore, the francophone school population will need more and more the centre for diffusion and pedagogical initiatives.

It is proposed that:

- (20) The Ministry of Education guarantee the finances of the Franco-Ontarian Centre for Pedagogical Resources.
- (21) The Ministry of Education invite the Franco-Ontarian Centre for Pedagogical Resources to submit a five-year plan.
- (22) The Ministry of Education make known at least three years in advance the funds it will make available to the Franco-Ontarian Centre for Pedagogical Resources.

D. Teacher Training for Francophones. Obviously it is impossible to discuss Franco-Ontarian curricula without examining the formation and continuing education of teachers. There exist two places where francophone candidates are educated for entrance to the teaching profession: the Faculty of Education at the University of Ottawa and Laurentian University in Sudbury. It is evident that in this period of declining enrolment these two institutions are called to re-evaluate their role in the Franco-Ontarian community, in order to contribute most efficiently. It is also true that each of these two teacher training institutions are essential to the Franco-Ontarian school system.

If one speaks of maintenance, it is necessary to speak of a full life and not of mere survival. This implies the recognition of a different status for these two institutions. The problem is this. They cannot be put just on a footing of equality with the anglophone teacher training centres, since it is costlier to be dealing with minority education and since the Franco-Ontarian group has much compensating work to do.

In the case of Laurentian University the admissions standards are being raised to the point where all candidates must have a B.A. degree. This reform corrects an anomaly which has existed due to a shortage of francophone teachers: admission of candidates without a B.A. Since the University is going ahead with this project despite declining enrolment, the provincial government must recognize these efforts and assist with special grants for the healthy survival of the only francophone teacher training institute in the north.

The problem is somewhat different in Ottawa, where both francophone elementary and secondary school teachers are developed. The candidates are aware that certain credits are offered in only a few mixed schools, as the Churchill study cited above reveals. Consequently, the student teachers do not find it fruitful to take such subjects as chemistry, geology, music, physical education, etc. in French. (See Appendix C.) This exacerbates the problems discussed under "Secondary School Curriculum." In order to prevent the elimination of such courses by the University of Ottawa, the provincial government should use a weighted factor per student teacher in its grants.

It is proposed that:

- (23) The two teacher training institutions for francophones to be maintained:
The Faculty of Education of the University of Ottawa for candidates for

elementary and secondary French-Language schools and the School of the Science of Education of Laurentian University in Sudbury for candidates for elementary French-Language schools;

- (24) The provincial financial grants provided to the University of Ottawa permit it to offer pedagogical courses for teaching secondary school credits, even if such courses have a relatively low enrolment, provided that francophone students in Ontario need such teachers;
- (25) The provincial financial grants provided to Laurentian University permit it to continue in existence in a healthy manner and expand its in-service and continuing education for francophone teachers, despite its new higher admissions standards;
- (26) The Ministry of Education encourage the Faculty of Education of Ottawa University to rethink its philosophy relative to the formation of francophone secondary school teachers in the light of declining enrolment and the need for generalist/specialists.
- (27) School boards with French Language instructional units give hiring preference to francophone teachers trained in Ontario.

E. Ministry of Education: Policies and Grants. According to information from the Council on French Language Schools, it appears that a certain number of students transfer out of the French language programmes when they enter secondary school (598 students in 1974) while some, but a more limited number, transfer to an English program within the same school.

The losses by grade amply prove that the French language schools and those attended by both linguistic groups do not offer a sufficient range of courses. The following Table shows a significant grade-to-grade loss of francophone students.

Table 3

<u>Year</u>	<u>Grades</u>				
1976	(9) 8,590	(10) 8,105	(11) 7,110	(12) 5,740	
1977	(10) 7,825	(11) 6,852	(12) 5,898	(13) 1,841	
Loss	<u>765</u>	<u>1,253</u>	<u>1,212</u>	<u>3,899</u>	
Total Loss	- 7,129				
Average Loss	- 1,782,25 per grade				

While recognizing that other factors are involved, the lack of funds to guarantee the range of options at higher levels and the quality of the courses offered play a significant role in the losses of French-speaking students to the English-speaking schools.

Inadequate funding has been a factor over the years contributing to these losses in enrolment. In spite of the preparation of various reports to this effect, compensatory funding had to await the findings of Ministry-supported research which dramatically demonstrated that the per capita cost of providing education and services was higher for the French-speaking student in the French-language schools than for his/her English counterpart.⁸

The problems and the needs related to French language education in Ontario require sustained government support. This is why we invite the Ministry of Education to continue its present policy of financial support to French language schools with a request that it be improved when necessary.

It is proposed that:

- (28) Any new measures put forward by the Ministry of Education to diminish the effects of declining enrolment be equally applied to French language schools, independently of, and in addition to, the new special Ministry grants now made available to the French-language instructional units.

The grants to French-language instructional units are "additional," as stated in the "Planning Guideline" and do not replace the establishment grants provided in the Grant Regulations: for the first class opened \$5,400, for the second \$3,240, and for the third \$2,160.

It is proposed that:

- (29) The establishment grants be retained and continue independently of the new special grants to the French-language instructional units.

The new special grants to the French-language instructional units are a significant improvement and the Ministry is to be commended for this important step. It is also clear that these new grants are "additional" and are not given to cover all costs of providing for French-language educational needs. Certainly, a portion of the Ordinary Expenditure Grant is to be used in this

⁸ Ministry of Education, Ontario, Planning Guide, French-language instructional units, Feb., 1977.

provision. The \$150 per pupil which is independent of the board's grant rate will go a long way towards meeting the extra needs of programs and services to the French-language schools. The \$300 maximum bursary to help French-language teachers upgrade their basic qualifications and the \$15,000 maximum to support French-language staff in the pursuit of specializations, are exceedingly valuable.

The new additional grant which recognizes the effects of lower enrolment for secondary schools is also commendable and should encourage boards to keep options for French-language classes which would normally be withdrawn for financial reasons. As discussed above, many mixed schools are offering a small number of credits in French disproportionate to the francophone population in the school. In a few mixed schools some credits are offered in English and French in the same period to the two language groups, a practice which is completely at odds with the development of ability in French. Such a situation must not be recognized for French grant purposes.

It is proposed that:

- (30) The Ministry of Education refuse to accept as pedagogically viable or extend special French grants for situations where the two language groups are integrated to receive from a bilingual teacher instruction in the two languages.

As declining enrolments affect anglophone and francophone secondary school credits, more and more existing policies and practices of school boards to eliminate credits with under, say, fifteen students will place students in mixed schools in greater and ever growing difficulty. They will have fewer credits available in French and will be unsure of the future provision of credits which are a part of their plans in their twenty-seven credit package for a diploma. There are instances where francophone students have been urged to stay away from certain credits in order to avert introducing new services for the francophones.

Yet the subcommittee's examination of the grant regulations reveals that special grants for any class at the secondary level with a small total secondary school enrolment, as well as the special grants for French-language instructional units, are very good. The subcommittee emphasizes that these secondary school grants for declining enrolment and for francophone credits

are very helpful and hope that some education of board officials and trustees on this matter will take place.

It is proposed that:

- (31) Regular and supplementary grants for French education at the secondary level be maintained and that school boards be well informed of these grants and encouraged to utilize them to maintain and increase the courses offered in French in schools attended by both linguistic groups.

F. Formula ME 167 (77/12). Another area of major concern to the franco-phone community is and has been that of identifying the exact sums of money generated by grants for the French-language schools and of assuring that the same have been spent for the French-language schools.

The Ministry in its new "Planning Guide" has attempted to diminish tension in this sensitive area by requesting proper identification of these funds and assurance that the monies were allocated as intended. A key instrument in this process of accountability is the Ministry form ME 167 (77/12) which requires annual planning in terms of the statement of basic and additional costs for some eleven principal areas of education and service.

There is no doubt that this form of accountability will be difficult for many boards to complete. It is, however, essential to the planning and reporting procedures in the interests of the French-language schools. To retract or weaken this form of reporting would be detrimental to the process of identifying and accounting for the funds provided by the Ministry for quality education and services offered to the French community.

It is proposed that:

- (32) The Ministry form ME 167/77/12 remain in effect and be integrated into the Grant Regulations, making the funding dependent on accountability.

G. Two-Tier School Boards. The problems of identification of grants and accountability are compounded in a composite board such as Metropolitan Toronto. Monies generated by grants to French-language units from the province are placed in a general pool at the Metropolitan level and are not fed through directly to the local board. It is impossible, under present accounting procedures, to identify the funds at the local level; it is, therefore, also impossible to guarantee their expenditure for the French-language schools. It

is this lack of identification of funds at the local level that causes frustration, suspicion and tension. It would appear that the pooled funds are distributed equally by Metropolitan formulae to all six boards when, in fact, only two of the Metropolitan boards have schools and generate grants. It would appear essential to accountability that the funds be identified at the Metropolitan School Board Level and flow through to the local board as intended.

It is proposed that:

- (33) In a two-tier school board situation procedures be established which permit the grants generated by the French-speaking student enrolment in the French-language schools a direct flow-through to the local school board for the education of the French-speaking students only.

IV. Homogeneous Boards

Recently the "Mayo Report" has recommended a distinct francophone school board and system for the Ottawa-Carleton area.⁹ The creation of such a system, a third school system, should be examined by the provincial government for the following reasons.

The majority of francophone students, unlike their anglophone counterparts in the public school, must switch school boards halfway through the intermediate division. They often move from a totally French elementary school to a mixed secondary one where considerably more than half of their subjects will be taught in English. It is questionable whether the "traumatic change" to a new school system discussed in the education volume of the Report on Bilingualism and Biculturalism is much less so now.

A homogeneous board responsible for the student's complete education would be better able to deal with the problems of declining enrolment.

There have been a few cases where the separate school board, which has the legal right to operate to the end of what used to be called grade ten, and the board of education are competing for the same intermediate division students. In the districts of Sudbury and Timmins and in the City of Toronto, the francophone student receives two pressures: one from separate school

⁹ Mayo, H.B., Commissioner, Report of the Ottawa-Carleton Review Commission, Ontario Ministry of Treasury, Economics and Intergovernmental Affairs, October, 1976.

leaders to continue his/her education under the separate school system in a religious milieu and one from the public school system extolling the advantages either of a wider curriculum or of a grant-supported operation to grade thirteen at the public high school. With declining enrolment such competition between boards will increase. Many separate schools will find it desirable to offer complete intermediate division programs in the same building with the primary and junior pupils as classrooms empty. In one case reported to the subcommittee, a board of education is closing a secondary school with French credits, while the separate school board is planning to extend the program in its French school to grade ten. Such confusing choices do not help the francophone student. A homogeneous board would eliminate this problem.

It is proposed that:

- (34) To provide equal opportunity to francophone students the Ministry of Education consider adopting the distinct francophone school board concept, kindergarten-to-grade thirteen, supported by taxpayers, corporate revenue, and appropriate government grants.

Part D

Conclusion

The francophone communities have always encountered problems in their attempt to obtain equal opportunities in education in Ontario, even in 1978. This study has focussed on these problems and offers some solutions.

Unlike the anglophone majority, the francophone minority has not been favoured by the various political and administrative structures at all levels.

At the very time when the Franco-Ontarian relied on his system of French schools to attain his aims and to check somewhat assimilation, the decline of a school complement, complicated by provincial budgetary problems, creates worries. In effect, these two factors, each in itself, could force the closing of schools, reduce significantly the number of courses taught in French and prevent the construction of necessary French schools. As this study reveals, in several schools the Franco-Ontarian student does not enjoy the same broad course offerings as his anglophone counterpart. Even where the number of francophone students is superior to the number of anglophone students, in schools attended by both linguistic groups, the administration too often will integrate the two groups, thus forcing the francophone students to study that course in English or in a new language called "bilingual."

In a period of declining enrolment, such unfortunate decisions are likely to multiply unless special considerations supported by energetic intervention by government, boards, administrators and the francophone communities themselves prevent these decisions from being implemented.

The difficulties encountered by the French language schools in Ontario force us to recommend that the declining enrolment situation not be used as a pretext for retrenchment within this system which is still attempting to establish itself properly in 1978. What is needed more than anything else are favourable policies.

The subcommittee urges the Ontario government and the Ministry of Education to continue its support of the French language schools in order that the francophone community will obtain the educational services which it needs to maintain itself and to flourish.

Part E

Summary of Recommendations

It is proposed that:

- (1) School boards not be authorized to close, sell or rent schools until the francophone community, where it exists in sufficient numbers has obtained the classes or schools necessary to meet the needs of the francophone students.
- (2) Each school board encountering declining enrolment be obliged to involve the French Language advisory committee in the study of all relevant facts, ideas and suggestions on the problem as it affects the francophone student.
- (3) Before closing a school or classes in the French language, the school board be obliged to ensure that the linguistic and cultural life of the community are not threatened.
- (4) The Ministry of Education permit the applying of revenues from the sale or rental of French language instructional facilities to French curriculum.
- (5) The Ministry of Education provide consultative services to board officials responsible for recommending to their boards how the supplementary French language minority grants for pupils enrolled in a French-language instructional unit should be spent.
- (6) The regional ministry services teams presently being recruited by the Ministry provide assistance to teachers in schools or classes with special needs.
- (7) Some of the Ministry funds for development of Franco-Ontarian curricula be directed to writers planning to meet the needs of teachers and pupils in schools or classes with special needs.
- (8) School boards establish orientation and compensatory classes for francophone students with no or limited knowledge of French and that school boards avoid grouping these students with other French students whose knowledge of French is satisfactory.
- (9) Every 300 francophone elementary pupils be provided with the services of

a French guidance teacher to counsel them about the opportunities in Franco-Ontarian education.

- (10) In schools attended by both linguistic groups school boards use the supplementary grants to offer a wider choice of subjects taught in French including Francais, mathematics, science, geography or history and one course from the arts at all levels.
- (11) These recommended twenty credits for francophones be the minimum number taught in French in schools attended by both linguistic groups.
- (12) In schools attended by both linguistic groups school boards be encouraged to provide a full range of subjects taught in French for Secondary School Honour Graduation Diploma.
- (13) The Ministry of Education facilitate the retraining of teachers in order that French-speaking students in schools attended by both linguistic groups may benefit fully from the ideas contained in the "Co-operative Utilization of Community Resources" supplement to H.S.1.
- (14) Administrative, secretarial and translation services be offered to French-speaking teachers and students in schools attended by both linguistic groups.
- (15) Elementary and secondary francophone students without access to any units of French-language instruction because of their very small numbers (e.g. five) and great distance from another French school be offered, subject to the choice of the parents, either transportation or residence in a francophone home and with educational financial arrangements similar to those for territorial district students in order that these students may obtain their education in French.
- (16) The Legislation governing the establishment and composition of the French-Language advisory committee be amended to permit representation from feeder boards.
- (17) The Legislation dealing with the establishment of F.L.A.C. be revised to make it compulsory for boards of education and separate school boards establishing secondary or elementary French school.
- (18) The Ministry of Education provide French Language advisory committees

with copies of memoranda sent to school boards with French language schools.

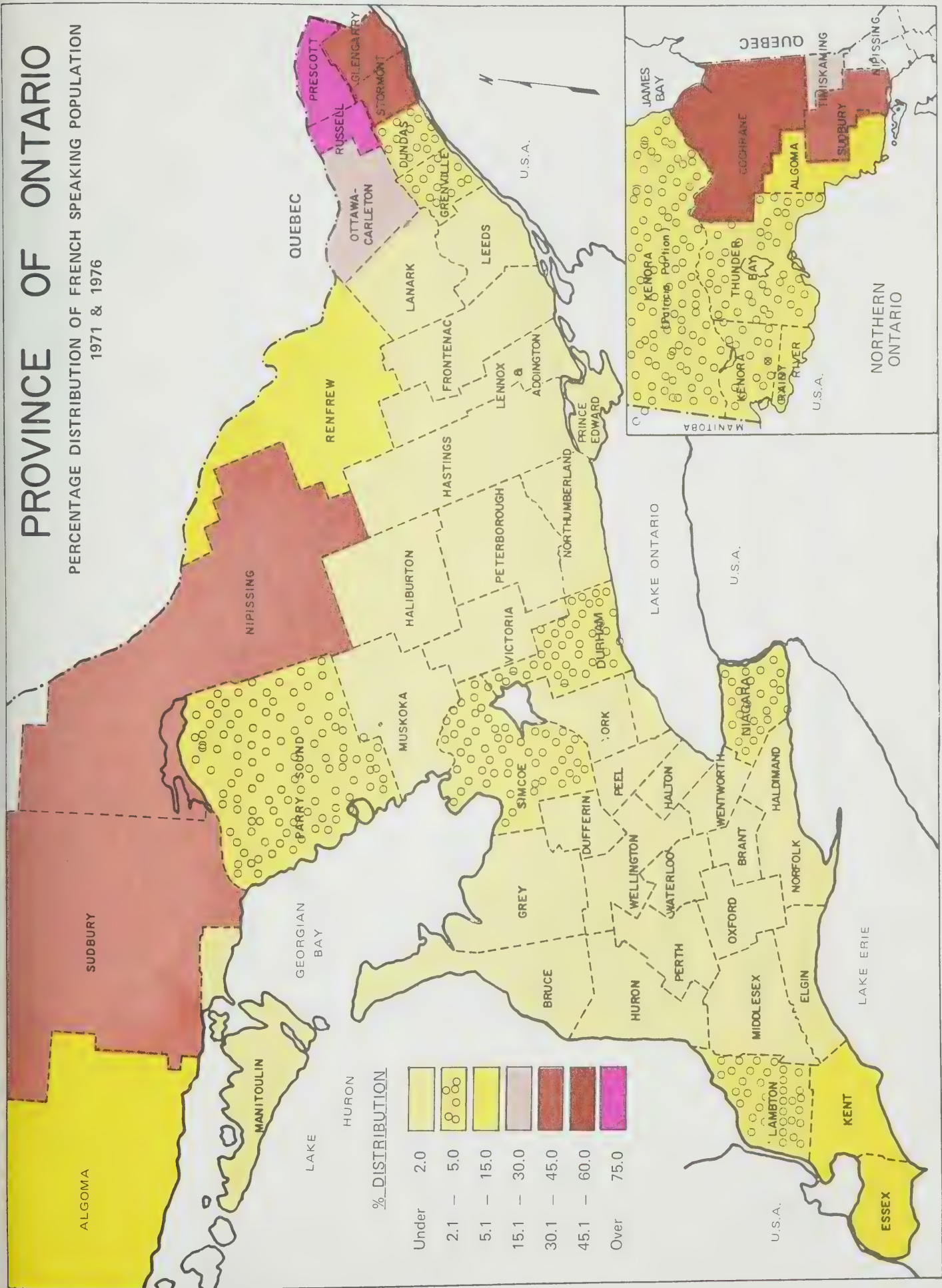
- (19) The French-speaking officials within the Ministry of Education be assigned to the Assistant Deputy Minister-Council on French language schools.
- (20) The Ministry of Education guarantee the finances of the Franco-Ontarian Centre for Pedagogical Resources.
- (21) The Ministry of Education invite the Franco-Ontarian Centre for Pedagogical Resources to submit a five-year plan.
- (22) The Ministry of Education make known at least three years in advance the funds it will make available to the Franco-Ontarian Centre for Pedagogical Resources.
- (23) The two teacher training institutions for francophones be maintained: the Faculty of Education of the University of Ottawa for candidates for elementary and secondary French-language schools and the School of the Science of Education of Laurentian University in Sudbury for candidates for elementary French-language schools.
- (24) The provincial financial grants provided to the University of Ottawa permit it to offer pedagogical courses for teaching secondary school credits, even if such courses have a relatively low enrolment, provided that francophone students in Ontario need such teachers.
- (25) The provincial financial grants provided to Laurentian University permit it to continue in existence in a healthy manner and expand its in-service and continuing education for francophone teachers, despite its new higher admissions standards.
- (26) The Ministry of Education encourage the Faculty of Education of Ottawa University to rethink its philosophy relative to the formation of francophone secondary school teachers in the light of declining enrolment and the need for generalist/specialists.
- (27) School boards with French-language instructional units give hiring preference to francophone teachers trained in Ontario.
- (28) Any new measures put forward by the Ministry of Education to diminish the effects of declining enrolment be equally applied to French language

schools, independently of, and in addition to, the new special Ministry grants now made available to the French-language instructional units.

- (29) The establishment grants be retained and continue independently of the new special grants to the French-language instructional units.
- (30) The Ministry of Education refuse to accept as pedagogically viable or extend special French grants for situations where the two language groups are integrated to receive from a bilingual teacher instruction in the two languages.
- (31) Regular and supplementary grants for French education at the secondary level be maintained and that school boards be well informed of these grants and encouraged to utilize them to maintain and increase the courses offered in French in schools attended by both linguistic groups.
- (32) The Ministry form ME 167/77/12 remain in effect and be integrated into the Grant Regulations, making the funding dependent on accountability.
- (33) In a two-tier school board situation procedures be established by which grants, generated by the French-speaking student enrolment in the French-language schools, permit the direct flow-through of the grants to the local school board.
- (34) To provide equal opportunity to francophone students the Ministry of Education consider adopting the homogeneous francophone school board concept, kindergarten-to-grade thirteen, supported by taxpayers, corporate revenue, and appropriate government grants.

PROVINCE OF ONTARIO

PERCENTAGE DISTRIBUTION OF FRENCH SPEAKING POPULATION
1971 & 1976

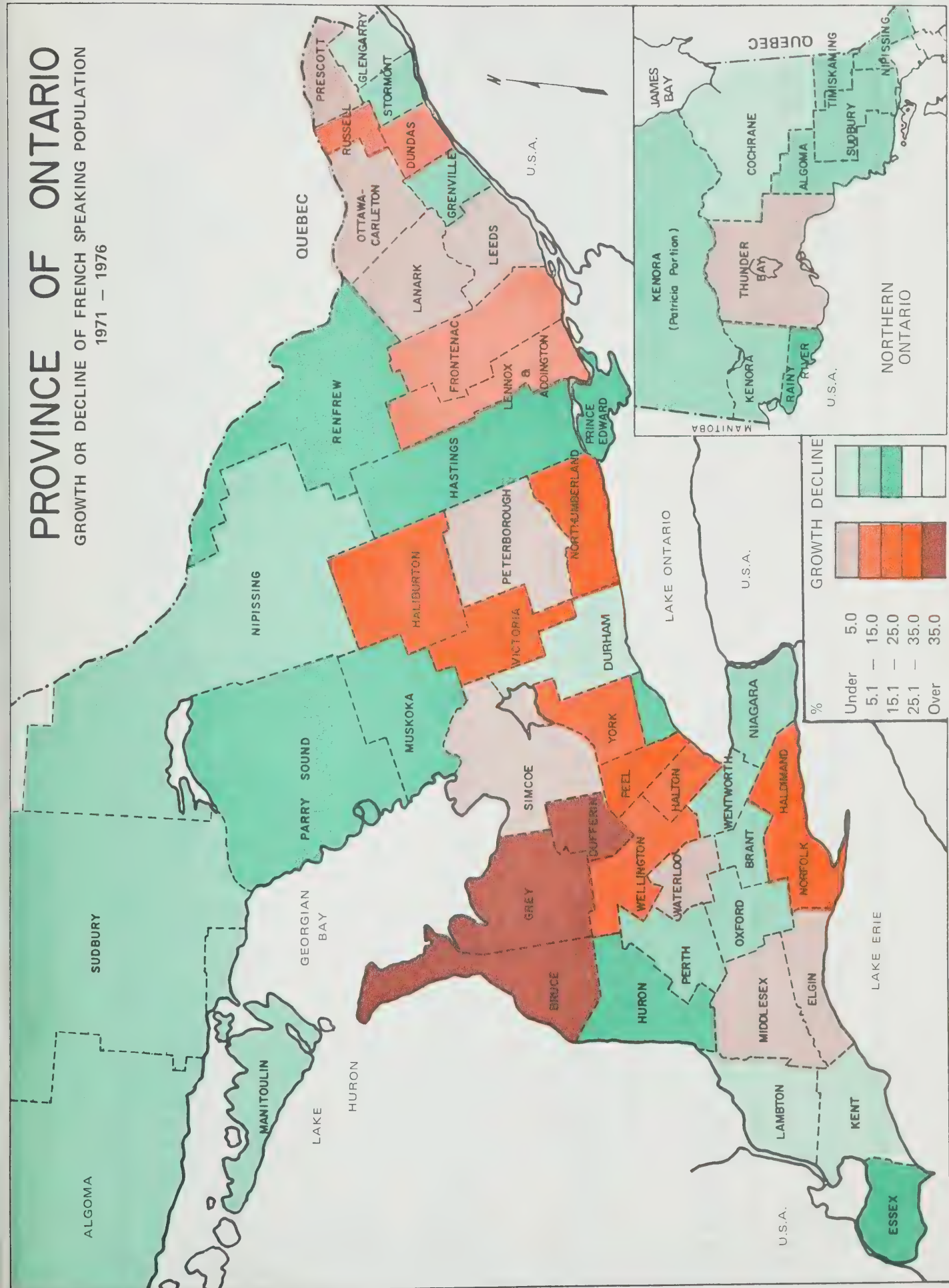


FRENCH SPEAKING POPULATION IN ONTARIO BY COUNTIES AND DISTRICTS, 1971 & 1976

COUNTY	TOTAL POPULATION		FRANCOPHONE POPULATION		OTHER THAN FRANCOPHONE		% OF FRANCOPHONE		% OF OTHERS	
	1971	1976	1971	1976	1971	1976	1971	1976	1971	1976
ALGOMA	121,937	122,883	12,500	10,825	109,437	112,058	10.25	8.81	89.75	91.19
BRANT	96,767	99,099	1,230	1,085	95,537	98,014	1.27	1.09	98.73	98.91
BRUCE	47,385	57,472	415	750	46,970	56,722	0.88	1.30	99.12	98.70
COCHRANE	95,879	96,825	47,100	46,355	48,779	50,470	49.12	47.88	50.88	52.12
DUFFERIN	21,200	28,528	155	235	21,045	28,293	0.73	0.82	99.27	99.18
DUNDAS	17,457	18,507	655	690	16,802	17,817	3.75	3.73	96.25	96.27
DURHAM	217,430	247,473	4,695	4,215	217,735	243,258	2.16	1.70	97.84	98.30
ELGIN	66,608	69,092	640	660	65,968	68,432	0.96	0.96	99.04	99.04
ESSEX	306,397	310,362	26,155	21,795	280,242	288,567	8.54	7.02	91.46	92.98
FRONTENAC	101,692	108,052	2,005	2,170	99,687	105,882	1.97	2.01	98.03	97.99
GLENGARRY	18,480	19,270	8,165	7,840	10,315	11,430	44.18	40.69	55.82	59.31
GRENVILLE	24,316	26,025	710	670	23,606	25,355	2.92	2.57	97.08	97.43
GREY	66,403	72,176	220	305	66,183	71,871	0.33	0.42	99.67	99.58
HALDIMAND-NORFOLK	86,714	89,252	1,170	1,350	85,544	87,902	1.35	1.51	98.65	98.49
HALIBURTON	9,081	10,795	65	80	9,016	10,715	0.72	0.74	99.28	99.26
HALTON	189,851	228,497	3,460	4,030	186,391	224,467	1.82	1.76	98.18	98.24
HAMILTON-WENTWORTH	401,239	409,490	7,630	6,730	393,609	402,760	1.90	1.64	98.10	98.36
HASTINGS	99,393	105,837	1,835	1,555	97,558	104,282	1.85	1.47	98.15	98.53
HURON	52,951	56,007	540	435	52,411	55,572	1.02	0.78	98.98	99.22
KENORA	53,230	57,980	2,130	1,980	51,100	56,000	4.00	3.41	96.00	96.59
KENT	101,120	106,130	5,285	5,060	95,835	101,070	5.23	4.77	94.77	95.23
LAMBTON	114,314	120,576	3,515	3,440	110,799	117,136	3.07	2.85	96.93	97.15
LANARK	42,259	44,197	630	650	41,629	43,547	1.49	1.47	98.51	98.53
LEEDS	50,093	52,579	836	865	49,258	51,714	1.67	1.65	98.33	99.35
LENNOX & ADDINGTON	28,359	32,633	345	395	28,014	32,238	1.22	1.21	98.78	98.79
MIDDLESEX	282,014	303,745	2,940	3,055	279,074	300,690	1.04	1.01	98.96	98.99
MANITOULIN	10,931	10,893	110	95	10,821	10,798	1.01	0.87	98.99	99.13
MUSKOKA	31,938	36,691	595	475	31,343	36,216	1.86	1.29	98.14	98.71
NIAGARA	347,328	365,438	17,105	16,120	330,223	349,318	4.92	4.41	95.08	95.59
NIPPINGS	78,867	81,739	25,885	24,385	52,982	57,354	32.82	29.83	67.18	70.17
NORTHUMBERLAND	59,227	64,441	455	590	58,772	63,851	0.77	0.92	99.23	99.08
OTTAWA-CARLETON	471,931	520,533	97,975	99,510	373,956	421,023	20.75	19.12	79.24	80.88
OXFORD	80,407	85,337	950	895	79,457	84,442	1.18	1.05	98.82	98.95
PARRY SOUND	30,244	32,654	925	750	29,319	31,904	3.06	2.30	96.94	97.70
PEEL	259,874	375,910	4,190	5,550	255,684	370,360	1.61	1.48	98.39	98.52
PERTH	62,973	66,279	290	270	62,683	66,009	0.46	0.41	99.54	99.59
PETERBOROUGH	92,417	99,930	710	745	91,707	99,185	0.77	0.75	99.23	99.25
PRESCOTT	27,832	29,100	22,595	22,855	5,237	6,245	81.18	78.54	18.82	21.46
PRINCE EDWARD	20,640	22,559	160	135	20,480	22,424	0.78	0.60	99.22	99.40
RAINY RIVER	25,750	24,768	920	720	24,830	24,048	3.57	2.91	96.41	97.09
RENFREW	90,875	89,099	4,775	4,000	86,100	85,099	5.25	4.49	94.75	95.51
RUSSELL	16,287	19,735	13,645	15,160	2,642	4,575	83.78	76.82	16.22	23.18
SIMCOE	175,965	210,691	7,895	7,970	168,070	202,721	4.49	3.78	95.51	96.22
STORMONT	61,302	61,173	20,605	18,825	40,697	42,348	33.61	30.77	66.39	69.23
SUDBURY	198,079	194,992	63,895	59,660	134,184	135,332	32.26	30.60	67.74	69.40
THUNDER BAY	145,390	150,647	6,290	6,435	139,100	144,212	4.33	4.27	95.67	95.73
TIMISKAMING	46,442	43,760	12,975	11,655	33,467	32,105	27.94	26.63	72.06	73.37
METRO TORONTO	2,089,729	2,124,291	37,250	30,635	2,052,479	2,093,656	1.78	1.44	98.22	98.56
VICTORIA	36,641	43,543	251	275	36,426	43,268	0.59	0.63	99.41	99.37
WATERLOO	254,681	289,129	4,110	4,175	250,571	284,954	1.61	1.44	98.39	98.56
WELLINGTON	108,727	123,736	870	1,050	107,857	122,686	0.80	0.85	99.20	99.15
YORK	166,060	203,915	1,635	1,895	164,425	202,020	0.98	0.93	99.02	99.07
TOTAL	7,703,105	8,264,465	482,040	462,070	7,221,065	7,802,395	6.26	5.59	93.74	94.41

PROVINCE OF ONTARIO

GROWTH OR DECLINE OF FRENCH SPEAKING POPULATION
1971 - 1976



CHANGE IN FRENCH POPULATION IN ONTARIO, 1971-76

COUNTY	1971	1976	NO. OF CHANGE	NO. OF CHANGE
ALGOMA	12,500	10,825	- 1,675	-13.40
BRANT	1,230	1,085	- 145	-11.79
BRUCE	415	750	+ 335	+80.72
COCHRANE	47,100	46,355	- 745	- 1.58
DUFFERIN	155	235	+ 80	+51.61
DUNDAS	655	690	+ 35	+ 5.34
DURHAM	4,695	4,215	- 180	- 3.83
ELGIN	640	660	+ 20	+ 3.13
ESSEX	26,155	21,795	- 4,360	-16.67
FRONTENAC	2,005	2,170	+ 165	+ 8.23
GLENGARRY	8,165	7,840	- 325	- 3.98
GRENVILLE	710	670	- 40	- 5.63
GREY	220	305	+ 85	+38.64
HALDIMAND-NORFOLK	1,170	1,350	+ 180	+15.38
HALIBURTON	65	80	+ 15	+23.08
HALTON	3,460	4,030	+ 570	+16.47
HAMILTON-WENTWORTH	7,630	6,730	- 900	-11.80
HASTINGS	1,835	1,555	- 280	-15.26
HURON	540	435	- 105	-19.44
KENORA	2,130	1,980	- 150	- 7.04
KENT	5,285	5,060	- 225	- 4.26
LAMBTON	3,515	3,440	- 75	- 2.13
LANARK	630	650	+ 20	+ 2.13
LEEDS	835	865	+ 30	+ 3.17
LENNOX & ADDINGTON	345	395	+ 50	+14.49
MANITOULIN	110	95	- 15	-13.64
MIDDLESEX	2,940	3,055	+ 115	+ 3.91
MUSKOKA	595	475	- 120	-20.17
NIAGARA	17,105	16,120	- 985	- 5.76
NIPISSING	25,885	24,385	- 1,500	- 5.79
NORTHUMBERLAND	455	590	+ 135	+29.67
OTTAWA-CARLETON	97,975	99,510	+ 1,535	+ 1.57
OXFORD	950	895	- 55	- 5.79
PARRY SOUND	925	750	- 175	-18.92
PEEL	4,190	5,550	+ 1,360	+32.46
PERTH	290	270	- 20	- 6.90
PETERBOROUGH	710	745	+ 35	+ 4.93
PRESCOTT	22,595	22,855	+ 260	+ 1.15
PRINCE EDWARD	160	135	- 25	-15.63
RAINY RIVER	920	720	- 200	-21.74
RENFREW	4,775	4,000	- 775	-16.23
RUSSELL	13,645	15,160	+ 1,515	+11.10
SIMCOE	7,895	7,970	+ 75	+ 0.95
STORMONT	20,605	18,825	- 1,780	- 8.64
SUDBURY	63,895	59,660	- 4,235	- 6.63
THUNDER BAY	6,290	6,435	+ 145	+ 2.27
TIMISKAMING	12,975	11,655	- 1,320	-10.17
TORONTO, METRO	37,250	30,635	- 6,615	-17.76
VICTORIA	215	275	+ 60	+27.91
WATERLOO	4,110	4,175	+ 65	+ 1.58
WELLINGTON	870	1,050	+ 180	+20.69
YORK (excluding Metro)	1,635	1,895	+ 260	+15.90
ONTARIO TOTAL	482,040	462,070	-19,970	- 4.14

PERCENTAGE OF POPULATION OF ONTARIO BY MOTHER TONGUE AND AGE, 1941-61

AGE GROUP	1941			1951			1961		
	MOTHER TONGUE		OTHER	MOTHER TONGUE		OTHER	MOTHER TONGUE		OTHER
	ENGLISH	FRENCH		ENGLISH	FRENCH		ENGLISH	FRENCH	
0-4	81.1	10.5	8.4	87.2	7.7	5.1	83.2	6.5	10.3
5-9	80.2	10.2	9.6	85.2	8.8	6.0	84.3	6.6	9.1
10-14	80.2	9.5	10.3	83.3	9.2	7.5	82.9	6.8	10.3
15-19	79.8	9.0	11.2	81.0	9.4	9.6	80.6	8.2	11.2
20-24	81.4	8.3	10.3	79.3	9.0	11.7	73.6	8.6	17.8
25-34	80.9	7.7	11.4	79.4	7.8	12.8	69.6	7.7	22.7
35-44	77.1	6.6	16.3	79.8	7.1	13.1	72.8	6.8	20.4
45-54	80.9	5.7	13.4	76.6	6.2	17.2	75.4	6.5	18.1
55-64	84.9	5.1	10.0	81.3	5.4	13.3	74.0	5.8	20.2
65-69	87.1	5.3	7.6	84.4	5.0	10.6	79.0	5.2	15.8
70 AND OVER	88.5	4.9	6.6	87.8	4.7	7.5	84.0	4.7	11.3
TOTAL	81.1	7.6	11.3	81.7	7.4	10.9	77.5	6.8	15.7

Recent Statistics from CODE:

1971			1976		
MOTHER TONGUE		OTHER	MOTHER TONGUE		OTHER
ENGLISH	FRENCH		ENGLISH	FRENCH	
77.5	6.3	16.2	78.1	5.6	16.0

APPENDIX A61977-1978Statistics by Region

<u>Region</u>	<u>Panel</u>	<u>Students</u>
Northeastern Ontario	Elementary	554
	Secondary	161
Central Ontario	Elementary	15,862
	Secondary	5,172
Northeastern Ontario	Elementary	16,987
	Secondary	8,319
Western Ontario	Elementary	4,108
	Secondary	737
Central Ontario	Elementary	7,593
	Secondary	2,009
Eastern Ontario	Elementary	27,709
	Secondary	14,241
TOTAL	Elementary	72,813
	Secondary	30,639

FRENCH LANGUAGE SCHOOL UNITS,
SCHOOL NAMES AND ENROLMENTS

SECONDARY SCHOOLS	NO. STUDENTS ¹ 1977/78
Algonquin ES / North Bay	1,208
André Laurendeau ES / Vanier	820
Belcourt ES / Ottawa	1,238
Cartier ES / Ottawa	700
Casselman-Cambridge DHS / Casselman	635
Champlain ES / Ottawa	1,097
Charlebois ES / Ottawa	1,445
Cité des Jeunes ES / Kapuskasing	891
Confederation ES / Welland	777
De La Salle ES / Ottawa	1,165
Embrun DHS / Russell	273
Etienne Brûle ES / North York	625
Franco-Cité ES / Sturgeon Falls	1,021
Franco-Jeunesse ES / Sudbury	906
Garneau ES / Cumberland	1,190
Georges P Vanier ES / Hamilton	300
Hanmer ES / Sudbury	1,021
La Citadelle ES / Cornwall	1,051
Macdonald-Cartier ES / Sudbury	979
Paincourt SS / Dover	102
Rayside ES / Rayside-Balfour	945
Rockland ES / Rockland	365
Ste. Marie ES / New Liskeard	720
Thériault ES / Timmins	1,716
Villa Franco-Jeunesse ES / Elliot Lake	288

FRANCH LANGUAGE SCHOOL UNITS,
SCHOOL NAMES AND ENROLMENTS (Cont'd)

MIXED SECONDARY SCHOOLS	NO. STUDENTS ¹ 1977/78	ANGLOPHONE STUDENTS 1975	FRANCOPHONE ² STUDENTS 1975
Belle River DHS / Belle River	1,464	1,234	288
Champlain HS / Pembroke	1,463	1,394	141
Chapleau HS / Chapleau	328	220	144
Charlottenburgh and Lancaster DHS/ Charlottenburgh	525	347	189
Cochrane ES / Cochrane	690	378	311
Elliot Lake SS / Elliot Lake	857	757	228
Espanola HS / Espanola	1,145	1,008	142
F J McElligott SS / Mattawa	410	233	143
Fisher Park HS/ Ottawa	830	821	35
French River DSS / Cosby Mason & Martland	832	61	353
General Vanier SS / Cornwall	1,495	1,065	485
Geraldton Comp S / Geraldton	655	583	128
Glebe CI / Ottawa	1,684	1,198	481
Glengarry DHS / Alexandria	1,030	507	529
Gloucester HS / Gloucester	2,065	1,848	104
Hawkesbury DHS / Hawkesbury	1,290	209	1,080
Hearst ES /Hearst	815	133	680
Iroquois Falls SS / Iroquois Falls	1,105	573	538
Kapuskasing DHS / Kapuskasing	1,089	774	362
Kirkland Lake C & VI / Kirkland Lake	1,620	1,366	351
Manitouwadge HS / Manitouwadge	270	244	46
Michipicoten HS / Day & Bright	577	501	79
Northern CI & VS / Sarnia	1,739	1,649	65
Northern SS / Sturgeon Falls	581	382	178
Penetanguishene SS / Penetanguishene	1,000	642	318
Plantagenet HS / Plantagenet	1,202	267	935

FRENCH LANGUAGE SCHOOL UNITS,
SCHOOL NAMES AND ENROLMENTS (Cont'd)

MIXED SECONDARY SCHOOLS	NO. STUDENTS ¹ 1977/78	ANGLOPHONE STUDENTS 1975	FRANCOPHONE ² STUDENTS 1975
Sandwich SS / Sandwich West	1,112	1,055	94
Smooth Rock Falls ES HS / Smooth Rock Falls	215	79	135
St. Laurent ES / St. Lawrence HS / Cornwall	1,025	699	368
Tagwi ES / SS / Roxborough	960	713	237
The Lakeway C & VS / Sault Ste. Marie	982	885	107
Tilbury DHS / Tilbury	640	579	39
Vankleek Hill CI / Vankleek Hill	525	207	327
W C Eaket ES / HS / Blind River	728	526	22
Westbrook SS / Welland	575	533	38
Windsor SS of C / Windsor	644	506	164

¹Directory of Education, Ontario, 1977/78

²Conseil consultatif des affaires franco-ontariennes,
Ministère des loisirs et de la culture. (1975)

ENROLMENT IN FRENCH LANGUAGE PUBLIC SCHOOLS IN ONTARIO
1966 TO 1977

ACADEMIC YEAR BEGINNING	K (JR. & SR.)	GRADES										SP. ED.	TOTAL
		1	2	3	4	5	6	7	8	9	10		
1966	269	257	248	294	252	250	254	304	253	-	-	74	2,455
1967	220	274	289	247	282	289	237	255	288	-	-	78	2,459
1968	237	245	272	258	239	266	271	261	230	-	-	57	2,336
1969	241	283	276	256	221	225	252	274	275	-	-	51	2,354
1970	214	248	260	229	250	235	216	253	256	-	-	75	2,236
1971	165	214	239	227	219	252	228	218	241	-	-	71	2,074
1972	165	174	212	226	225	213	254	227	207	-	-	58	2,961
1973	223	214	197	225	241	251	215	264	215	-	-	56	2,103
1974	343	314	267	226	285	244	257	234	246	-	-	-	2,418
1975	341	246	230	244	208	248	252	271	219	-	-	40	2,299
1976	358	258	232	215	228	205	237	260	253	-	-	43	2,289
1977	378	309	282	262	219	233	217	247	250	-	-	38	2,435

ENROLMENT IN FRENCH LANGUAGE ROMAN CATHOLIC SEPARATE SCHOOLS IN TORONTO
1966 TO 1977

ACADEMIC YEAR BEGINNING	K (JR. & SR.)	GRADES										SP. ED.	TOTAL
		1	2	3	4	5	6	7	8	9	10		
1966	8,920	11,314	10,228	9,927	9,754	9,266	8,782	8,277	7,431	2,960	2,787	1,125	90,771
1967	9,137	10,687	10,579	9,819	9,793	9,696	8,969	8,766	8,155	2,844	2,277	1,423	92,145
1968	8,965	10,376	9,965	10,252	9,549	9,505	9,197	8,697	8,175	916	735	1,526	87,858
1969	9,211	10,026	10,042	9,984	10,214	9,493	9,652	8,917	8,498	395	309	1,302	88,043
1970	8,625	9,850	9,709	9,912	9,791	9,952	9,429	9,357	8,878	137	147	2,202	87,989
1971	8,276	9,103	9,483	9,507	9,593	9,565	9,680	9,301	8,942	155	139	1,678	85,422
1972	9,518	7,536	8,735	9,208	9,194	9,363	9,232	9,393	8,777	149	143	2,030	83,278
1973	9,826	7,175	7,365	8,616	9,128	9,081	9,187	9,079	9,095	162	145	1,643	80,502
1974	10,817	6,975	7,044	7,365	8,650	9,171	9,101	9,439	8,879	194	129	-	77,764
1975	11,150	7,039	6,596	6,693	7,097	8,365	8,751	8,646	8,623	247	149	1,769	75,125
1976	11,075	7,065	6,654	6,549	6,561	7,051	8,136	8,564	8,205	387	192	1,861	72,300
1977	10,967	7,211	6,739	6,583	6,459	6,541	6,978	8,064	8,279	397	279	1,525	70,022

ENROLMENT IN FRENCH LANGUAGE ELEMENTARY SCHOOLS IN ONTARIO
1966 TO 1977

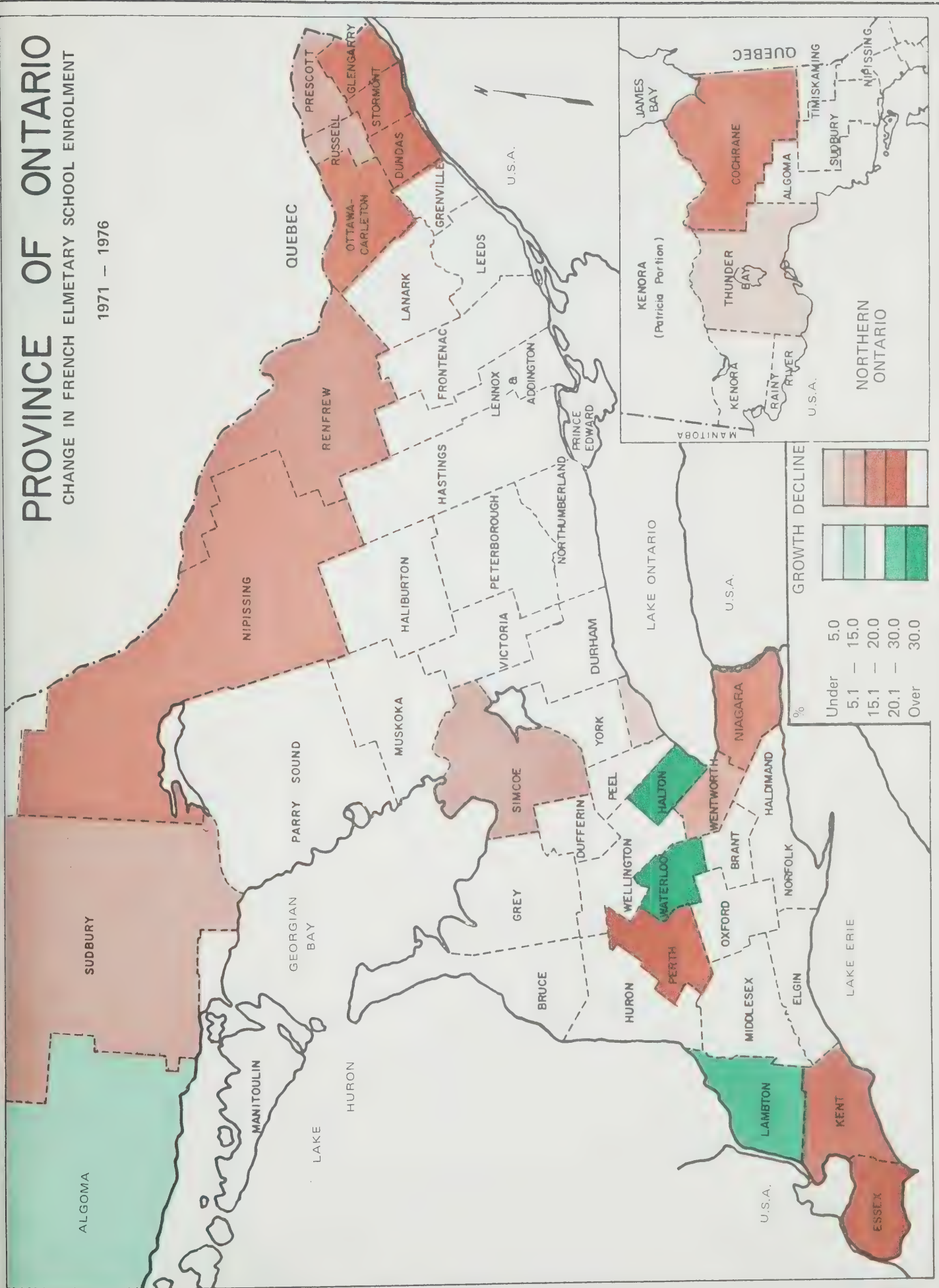
ACADEMIC YEAR BEGINNING	GRADES											SP. ED.	TOTAL
	K (JR. & SR.)	1	2	3	4	5	6	7	8	9	10		
1966	9,189	11,571	10,476	10,221	10,006	9,516	9,036	8,581	7,684	2,960	2,787	1,199	93,226
1967	9,357	10,961	10,868	10,066	10,075	9,985	9,206	9,021	8,443	2,844	2,277	1,501	94,604
1968	9,202	10,621	10,237	10,510	9,788	9,771	9,468	8,959	8,405	916	735	1,583	90,194
1969	9,452	10,309	10,318	10,240	10,435	9,718	9,904	9,191	8,773	395	309	1,353	90,397
1970	8,839	10,098	9,969	10,141	10,041	10,187	9,645	9,610	9,134	137	147	2,277	90,225
1971	8,441	9,317	9,722	9,734	9,812	9,817	9,908	9,519	9,183	155	139	1,749	87,496
1972	9,683	7,710	8,947	9,434	9,419	9,576	9,486	9,620	8,984	149	143	2,088	85,239
1973	10,049	7,389	7,562	8,841	9,369	9,332	9,402	9,343	9,310	164	145	1,699	82,605
1974	11,160	7,289	7,311	7,591	8,935	9,415	9,358	9,673	9,125	196	129	-	80,182
1975	11,491	7,285	6,826	6,937	7,305	8,613	9,003	8,917	8,842	247	149	1,809	77,424
1976	11,433	7,323	6,886	6,764	6,789	7,256	8,373	8,824	8,458	387	192	1,904	74,589
1977	11,345	7,520	7,021	6,845	6,678	6,774	7,195	8,311	8,529	397	279	1,563	72,457

ENROLMENT IN FRENCH LANGUAGE SECONDARY SCHOOLS IN ONTARIO
1969 - 1977

ACADEMIC YEAR BEGINNING	GRADES				TOTAL
	9	10	11	12	13
1969	7,181	5,832	4,082	3,325	1,170
1970	7,977	6,693	5,085	3,771	1,686
1971	8,770	7,326	5,608	4,449	1,665
1972	9,045	7,888	6,201	4,759	1,990
1973	8,807	7,788	6,679	5,033	1,936
1974	9,005	8,061	6,644	5,334	1,862
1975	8,704	8,300	6,874	5,612	1,902
1976	8,590	8,105	7,110	5,740	1,965
1977	8,209	7,823	6,852	5,898	1,841
					21,590
					25,212
					28,018
					29,883
					30,243
					30,906
					31,392
					31,510
					30,623

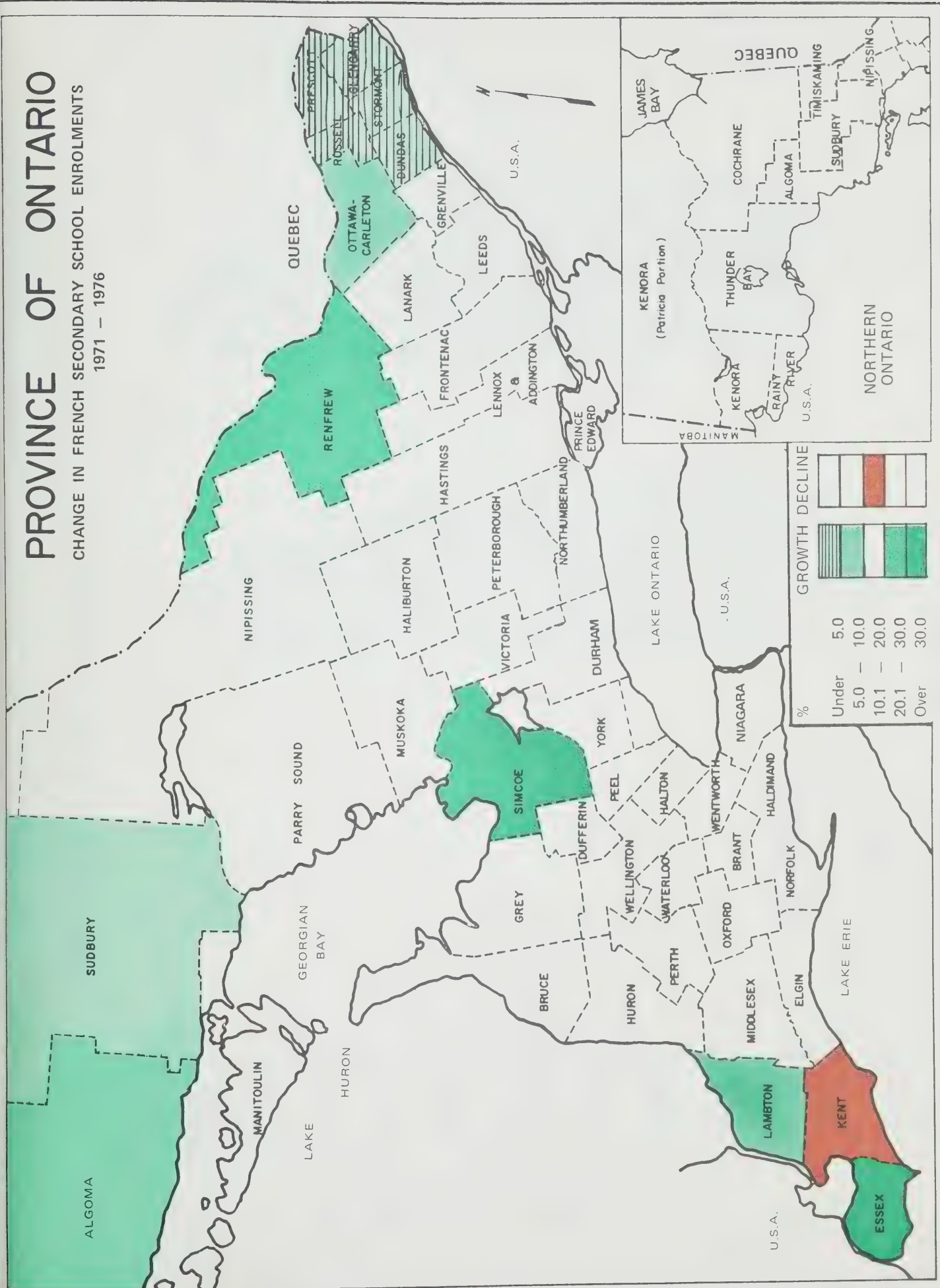
CHANGE IN FRENCH ELMETARY SCHOOL ENROLMENT

1971 - 1976



PROVINCE OF ONTARIO

CHANGE IN FRENCH SECONDARY SCHOOL ENROLMENTS
1971 - 1976



ONTARIO: ENROLMENT IN SCHOOLS ATTENDED BY FRENCH-SPEAKING PUPILS

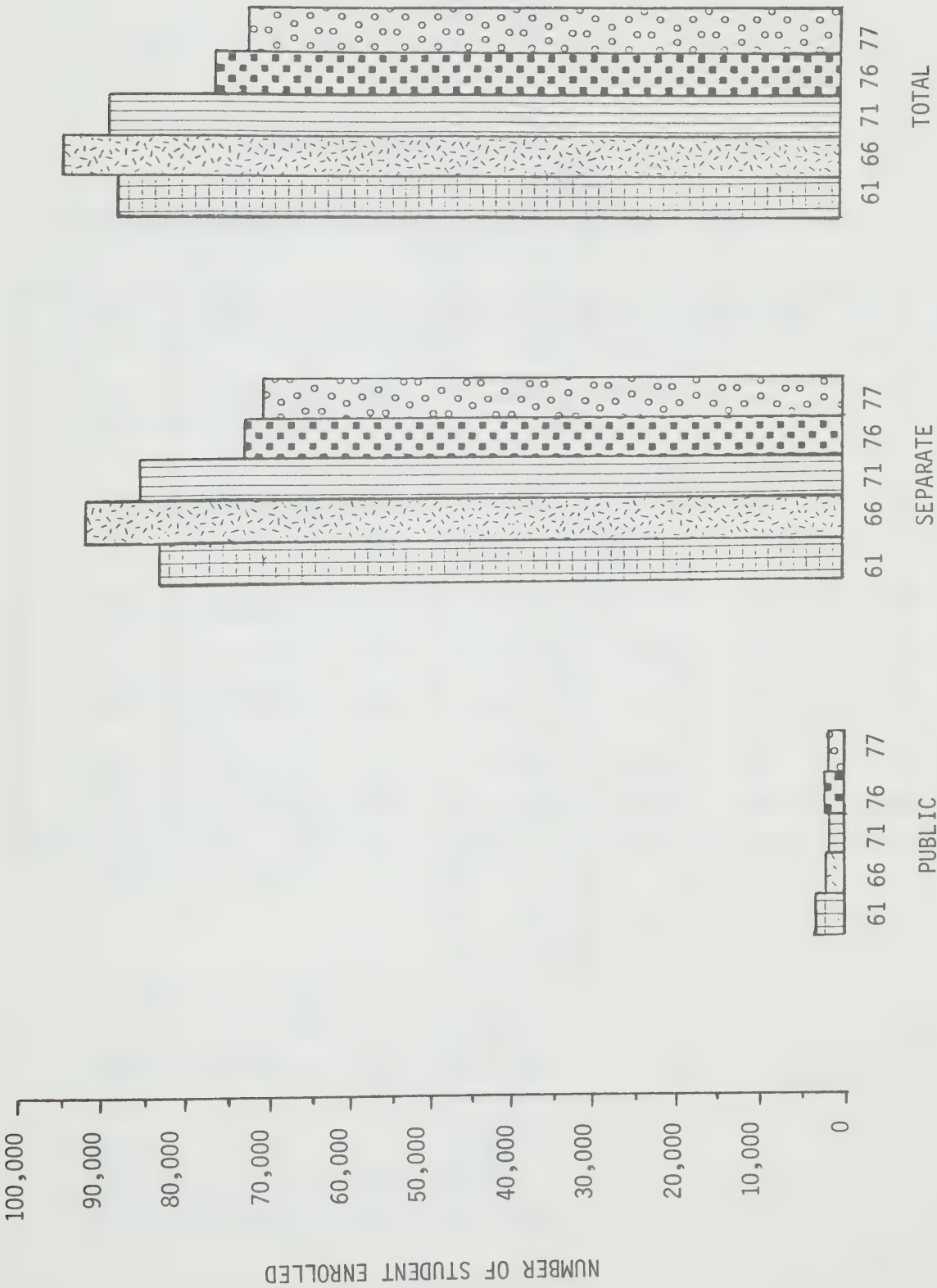
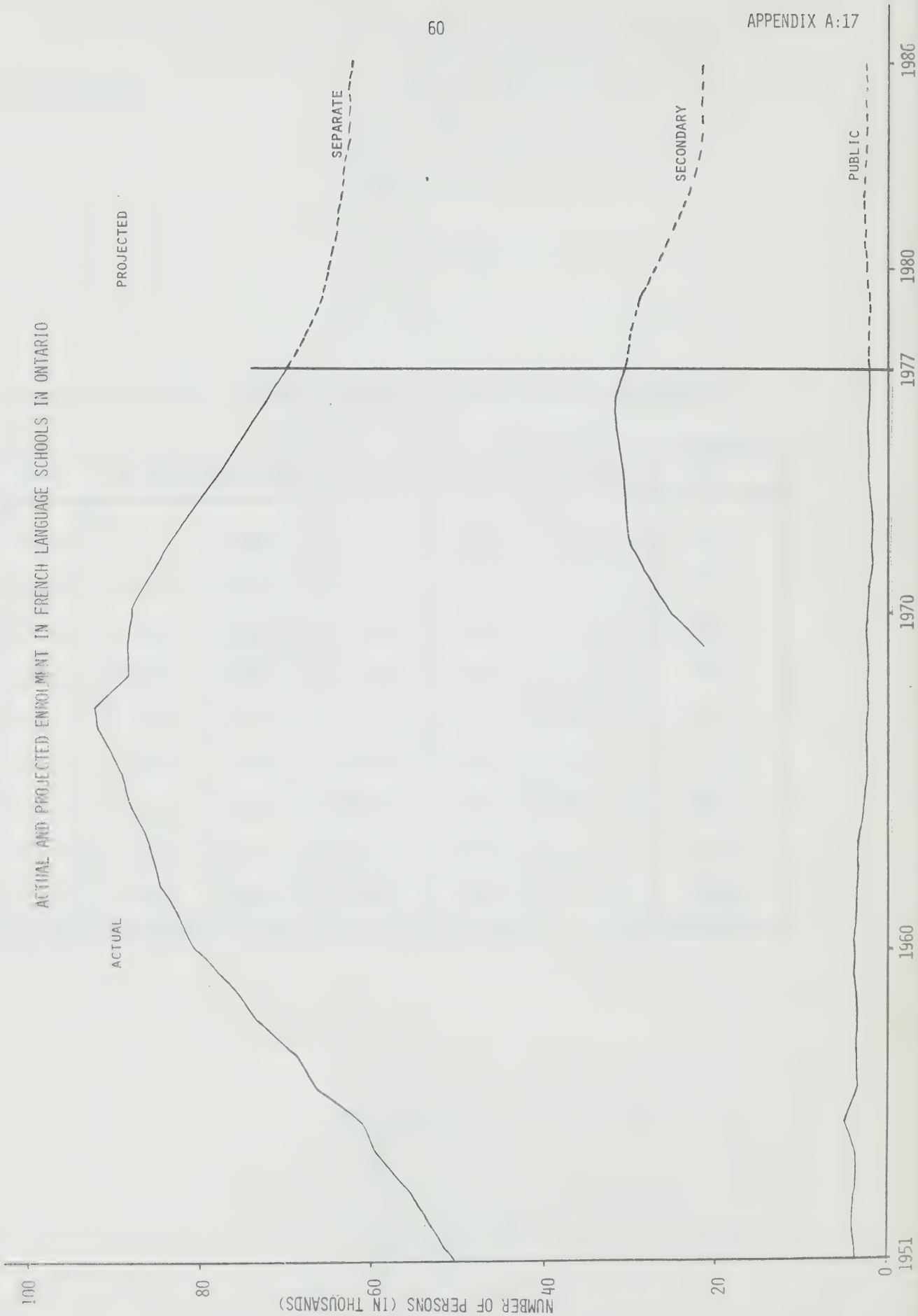


TABLE 3.16
PROJECTED TOTAL ENROLMENT IN FRENCH LANGUAGE ELEMENTARY SCHOOLS IN ONTARIO 1978 TO 1986

ACADEMIC YEAR BEGINNING	K.G. (Jr. & Sr.)	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7	GR. 8	GR. 9	GR. 10	SPECIAL EDUCATION	TOTAL
1978	11263	7379	7174	6914	6766	6642	6709	7099	7976	414	286	1675	70297
1979	11299	7179	7040	7065	6834	6728	6578	6621	6813	387	298	1621	68463
1980	11438	6954	6849	6933	6982	6796	6663	6492	6354	330	279	1876	67946
1981	11161	7039	6634	6745	6852	6943	6731	6577	6230	306	238	1595	67051
1982	11147	6869	6715	6533	6666	6813	6876	6644	6311	301	220	1513	66608
1983	11247	6860	6553	6613	6457	6628	6748	6788	6376	304	217	1564	66355
1984	11393	6922	6545	6453	6535	6420	6565	6662	6513	306	219	1551	66084
1985	11520	7011	6604	6445	6377	6498	6359	6482	6392	312	220	1538	65758
1986	11520	7089	6689	6503	6369	6341	6436	6279	6220	305	225	1531	65507

PROJECTED ENROLMENT IN FRENCH LANGUAGE SECONDARY SCHOOLS IN ONTARIO
1978 TO 1986

YEAR	GRADE 9	GRADE 10	GRADE 11	GRADE 12	GRADE 13	TOTAL
1978	8,278	7,552	6,650	5,687	1,917	30,084
1979	7,742	7,616	6,419	5,520	1,848	29,145
1980	6,613	7,123	6,474	5,328	1,794	27,332
1981	6,167	6,084	6,055	5,373	1,732	25,411
1982	6,047	5,674	5,171	5,026	1,746	23,664
1983	6,125	5,563	4,823	4,292	1,633	22,436
1984	6,189	5,635	4,729	4,003	1,395	21,951
1985	6,322	5,694	4,790	3,925	1,301	22,032
1986	6,204	5,816	4,840	3,976	1,276	22,112



QUESTIONNAIRE

C.B.I.E.
C.O.D.E.

Prière d'expédier - avant le 3 avril 1978 - à

Please return - before 3 April 1978 - to

Etude "C.O.D.E." - C.B.I.E. -

C.O.D.E. - French Curriculum study

O.I.S.E. - Centre d'études franco-ontariennes, 10e étage
252 rue Bloor ouest - Toronto, Ontario - M5S 1V6

Nom du Conseil scolaire
Name of School Board

1. RENSEIGNEMENTS) programmes
GÉNÉRAUX SUR) étudiants - Students
GENERAL INFORMATION ON) enseignants - Teachers

.Niveau et type .Level and type of School	No d'écoles of Schools	No d'étudiants of Students 1977-78 1978-79 1982-83			No d'enseignants of Teachers 1977-78 1978-79 1982-83	No de cours offerts of Courses Offered
		A B C**	A B C**	A B C**		
Maternelle (les petits) Junior-Kindergarten						
français - French						
anglais - English						
mixtes* - Mixed*						
Maternelle (les grands) Kindergarten						
français - French						
anglais - English						
mixtes* - Mixed*						
Elémentaire Elementary						
français - French						
anglais - English						
mixtes* - Mixed*						
Secondaire Secondary						
français - French						
anglais - English						
mixte ou - Mixed/ bilingue - Bilingual						

* locaux, administration -- accommodation, administration

** A. Résidents fréquentant votre (vos) école(s) -- Resident students attending your school(s).

** B. Non-résidents fréquentant votre (vos) école(s) -- Non-resident students attending your school(s).

** C. Elèves de votre région dont les frais scolaires sont payés par vous.

Students of your area for whom you purchase schooling.

2. Offrez-vous des programmes spéciaux à la population francophone? (Cochez s.v.p.)
Do you provide special programmes for the francophone population? (Please check.)

PROGRAMME

	élèves à apprentissage lent Slow Learners	déficient moyen Trainable- Retarded	autres Other	cours du soir Evening Courses	cours du soir crédités Evening Credit courses	cours d'été crédités Summer Credit Courses
Elémentaire Elementary						
Secondaire Secondary						

3. Nombre de cours en français offerts au niveau secondaire dans les matières suivantes.
Indicate the number of courses given at the

secondary level in French in the various subject areas shown.

NIVEAU LEVEL	1	2	3	4	5
Type de programme Type of programme	recyclage special & Occupational General avancé Honour	recyclage Spec. & Occ. General avancé Honour	recyclage Spec. & Occ. General avancé Honour	recyclage Spec. & Occ. General avancé Honour	recyclage Spec. & Occ. General avancé Honour
Mathématiques					
Sciences générales					
Chimie					
Physique					
Biologie					
Français					
Anglais					
Autres					

4. a. Les étudiants francophones s'inscrivent-ils aux cours d'immersion plutôt qu'aux cours offerts en français?

oui non
yes no

Do the French-speaking students register in immersion programmes when available rather than in French-speaking classes?

b. Si vous répondez positivement à "a" quel est le pourcentage d'étudiants francophones s'inscrivant aux cours d'immersion? moins de 10% 11-25% 26-50% 51-75% 76-100%

If your answer to "a" is yes, what percent of the francophone students do so?

5. a. Avez-vous un problème à recruter des enseignants qualifiés pour les écoles ou les classes de langue française?

oui non
yes no

Do you have a qualified teacher recruitment problem for the French schools/classes?

b. Si vous répondez positivement à "a", précisez les matières et le niveau.

If your answer to "a" was yes, list the subject areas and indicate the level.

cours Subjects	Niveau Level	
	élémentaire Elementary	secondaire Secondary

6. Quel est, grosso modo, le pourcentage des enseignants ayant reçu une formation professionnelle?

Estimate what percentage of teachers were trained:

%	au Québec in		dans les autres provinces in Other Provinces		à l'étranger Other Countries	
	élémentaire Elementary	secondaire Secondary	élémentaire Elementary	secondaire Secondary	élémentaire Elementary	secondaire Secondary
0 - 10						
11 - 25						
26 - 50						
51 - 75						
76 - 100						

7. Quel pourcentage d'étudiants anglophones admettez-vous dans les programmes de langue française? (Cochez s.v.p.)

What percent of Anglophone students do you admit to your French-language programmes. (Please check.)

Niveau Level	Pourcentage Percent				
	0 - 10	11 - 25	26 - 50	51 - 75	76 - 100
élémentaire Elementary					
secondaire Secondary					

8. a. Combien de conseillers pédagogiques francophones avez-vous pour les écoles ou les classes de langue française?

How many Francophone consultants provide services to the French language schools/classes?

b. Dans quelles matières et à quel niveau?

List the subject areas for which the service is provided and indicate the level.

Matières Subjects	Niveau Level	
	élémentaire Elementary	secondaire Secondary

9. a. Votre Conseil scolaire envisage-t-il la mise sur pied, l'extension ou la diminution de programmes français pour les étudiants français?

Does the board have plans for the introduction, expansion or reduction of French programmes for Francophone students?

oui non
yes no

<input type="checkbox"/>	<input type="checkbox"/>
--------------------------	--------------------------

- b. Si vous avez répondu positivement à la question 9a, précisez ci-après:
If the answer to "a" is yes, complete the following:

	Niveau Level		Date envisagée When
	élémentaire Elementary	secondaire Secondary	
Implantation)			
Beginning			
Extension			
Diminution			
Reduction			

10. A votre avis combien d'écoles de langue française seront fermées dans les cinq prochaines années?
In your opinion, how many French schools do you expect will be closed during the next five years?

Année Year	Niveau Level	
	élémentaire Elementary	secondaire Secondary
1978-79		
1979-80		
1980-81		
1981-82		
1982-83		

11. Veuillez signaler, s'il y a lieu, tout autre problème relatif à la baisse d'inscription scolaire.
Please indicate other problems on declining enrolment that should be considered.

Signature

Titre
Title

APPENDIX B

Tally of the CODE Questionnaire concerning Francophone Schools, Sent to All Directors in Ontario, March 1978.

Approximately 70 boards of education provide classes or schools for elementary and or secondary French-speaking students in Ontario. Some other boards purchase services for these students. (In 1976, there were 46 boards with secondary schools and 53 boards with elementary schools for francophones.¹

A questionnaire was sent in March 1978 to all boards of education in Ontario concerning schooling for Franco-Ontarians. On May 1, 105 replies had been received, 61 from boards who stated they provide services to French-speaking students (including purchased services). Twenty boards did not reply although, according to the Directory of Education, they have classes or schools for French-speaking students.

There were 11 items on the questionnaire (copy appended) asking Directors of Education about the provision of courses, services, teacher needs, and plans for change as enrolment declines in the province of Ontario.

A description of the findings for each item follows:

Item 1 - General Information: This item asked for number of schools, number of students (residents, non-residents, purchased services), and number of teachers for elementary and secondary schools, by board. For secondary schools the number of courses provided in French and in English were also requested. This item was not tallied. The information received was frequently incomplete.

Item 2 - The Directors were asked whether they provide special programs for the francophone population. Respondents answered this question by checking slow learners, trainable retarded, other. A second part asked respondents to check if they provide general evening courses, evening credit courses, summer credit courses. Choices were made for elementary or secondary levels. For the 67 respondents the total picture was as follows:

¹Education Statistics, Ontario, 1976.

Table 1

Special Programs Provided at the Elementary and Secondary Level

	Slow Learners	Trainable Retarded	Other	General Evening Evening Credit	Summer Credit	Number of Boards Responding
					Courses	
Elementary	29	6	13	4	2	42
Secondary	7	6	5	10	4	25

A relatively high proportion of boards providing services to elementary schools for French-speaking students reported providing programs for slow learners, 29 out of 42 (sixty-nine percent). A relatively low proportion of secondary schools provide such services for French-speaking students, 7 out of 25 (twenty-eight percent). Six out of 42 elementary level boards and 6 of 25 secondary boards provide services for trainable retarded; one board reported "3 annexes, 5 a 21 ans." Although the number of boards are few the eastern region reported no services provided for slow learners (of the three boards reporting, 2 are CFB's), and two of the three reported no services for the trainable retarded or for "other" (for the third there was no response regarding the trainable retarded). One board reported that services for slow learners are purchased as required (a CFB board), and another board reports that students are withdrawn from the regular class where numbers warrant it. One board reported that, although they have 3 students who could use a program for slow learners, there are too few to be able to offer a suitable program. Similarly with hearing and speech problems, the small numbers have resulted in no program being established and in these children are suffering.

The types of "other programs" noted were:

- speech defects
- deafness
- reading defects
- emotionally disturbed
- mental problems
- remedial

(The Churchill et al. Costs Study² points out that the organization of support services is left primarily to the discretion of the school boards, guided

²Some findings by Churchill et al., (cited earlier) are directly related to items on this questionnaire, and are occasionally noted in this appendix between round brackets.

by regulations and the advice and assistance of the officials of the Ministry of Education, but that special services support for students and teachers are not covered by the legislative requirements of Part XI of the Education Act, 1974. The Churchill study also reports that service needs are more acute at the secondary level. High school principals in that study expressed the opinion that secondary students needing special education services should be integrated into special groups in order that they be taught as much as possible in French.)

Ten out of twenty-five boards offered general evening courses, 4 out of 25 evening credit and 6 out of 25 summer credit courses at the secondary level. The numbers and proportions were less for the elementary school boards reporting (4, 2 and 2 respectively). (The Churchill study reports that eight-point-six percent of students in English language high schools attended summer school, while only three-point-three percent did so from French high schools; for mixed schools it was three-point-six percent. That report suggests that students having learning difficulties or wishing to earn additional credits are obliged to follow summer school in English, if at all.)

Item 3 - Respondents were asked to indicate the number of courses given at the secondary level in French in the various subject areas shown, by grade. This was not tallied. It was responded to in an incomplete fashion. The partial responses, discussions held with educators, and at least one brief submitted to CODE, indicated a limited choice of course offerings in French for high school students, in many districts. (The Churchill report indicates program offerings in French and mixed schools, staff ratios and student course selection patterns in French and English. It notes that in 5 of the 9 mixed secondary schools studied, no francophone student ever takes at anytime a full program in French. With few exceptions, the students enrolling in grade 9 have taken all previous studies in French. Less than one quarter of the total number of guidelines were offered in French, in all areas of study except languages (thirty-seven percent) and social studies (twenty-nine percent). Seven of 9 mixed schools studied offered no technical or vocational courses in French. Other areas of relatively few course offerings were arts (ten percent), business and commerce (fourteen percent) and mathematics and sciences (sixteen

(sixteen percent). The French schools had much higher numbers of French guidelines in use, but some had a considerable number of English guidelines in use.)

Item 4 - The "a" part of the question asked, "Do the French-speaking students register in immersion programs when available rather than in French-speaking classes?" The "b" part asked, if the response was yes, in what percentage? This item is paired with item 7 which asked whether or not anglophones register in programs for francophones, and to what degree.

Forty-six respondents said "no" to item 4, one said yes, and fourteen either did not respond or wrote in not applicable.

To date, all but one of the directors have indicated that French-speaking students do not enter courses for immersion.

Item 5 - The respondents were asked whether or not they had a teacher recruitment problem for the French schools and if so, in which subject areas and at what level (elementary or secondary). Nineteen respondents said "yes" they do have a recruitment problem (thirty-one-point-seven percent of those tallying the item) and 40 respondents (sixty-seven percent) said "no" they did not have a problem. One respondent indicated that he had previously had a problem (elementary level) but that as numbers decline provincially the problem is reduced.

At the secondary level, technical courses were mentioned four times, science and physical education courses were mentioned by three boards as being areas of recruitment difficulty; mathematics was reported by two boards; family studies, special education, Francais and English, commerce, and "all programs" were each mentioned once. The greatest number of needs at the secondary level were reported in the northeast, central, and western regions.

The greater number of needs expressed for the secondary schools than for the elementary schools may reflect the fact that the secondary school system for francophones is a developing one, established for much less time than the elementary one. The directors were reporting current needs. When one also examines the low proportion of course guidelines offered in French, in the mixed secondary schools particularly (see Churchill study), there is a potential role for an even greater number of teachers.

Item 6 - An estimation of the percentage of teachers trained in Ontario, in Quebec, in other provinces or in other countries was requested. The pattern of responses is shown in Table 2. It is noted that although 59 (plus 2 N.A.) responses were made, some were only partial. The table is incomplete in that columns 2, 3 and 4 do not all reach the same totals as column one. This is due mainly to the fact that once respondents had reached 100% they did not complete the other columns, neglecting to tally the 0 - 10%.

Table 2

Estimates by directors of education of proportion of teachers trained in Ontario, in Quebec, in other provinces and elsewhere. (N = 59 + 2 N.A.)

Location Percent	In Ontario		In Quebec	
	Elementary	Secondary	Elementary	Secondary
0-10	0+1*	1 (4%)	16+1*	11
11-25	0	0	8	4
26-50	2 (5%)	1 (4%)	2	1
51-75	6 (15%)	3 (13%)	1	0
76-100	33 (80%)	19 (79%)	0	0
	41**	24		

Location Percent	In Other Provinces		Other Countries	
	Elementary	Secondary	Elementary	Secondary
0-10	12+1*	9	6+1*	9
11-25	1	1	1	0
26-50	0	0	0	1
51-75	0	0	0	0
76-100	0	0	0	0

*Mis coded

**Plus one N.R. (not relevant)

Eighty percent of the elementary and seventy-nine percent of the secondary respondents indicated that between seventy-six and 100 percent of their

teachers were trained in Ontario. Two elementary and one secondary board reported that between twenty-six and fifty percent of their teachers were trained in Quebec and 8 elementary and 4 secondary boards estimated that between eleven and twenty-five percent of their teachers were trained in Quebec. Only 2 elementary and 2 secondary boards reported more than ten percent of their teachers trained in other than Quebec or Ontario.

There has been, apparently, a recruitment problem in that a number of boards (twenty-four percent of elementary boards reporting and twenty-one percent of secondary boards) estimate between eleven and fifty percent (in one case more than fifty-one percent) of their teachers being trained in Quebec.

Item 7 - The question was asked, "What percent of anglophone students do you admit to your French-language programs?" Respondents were asked to check the percentage, by elementary and secondary levels. Twenty-five of 40 elementary level boards reported ten percent or fewer proportion of anglophone students registered in French school programs, and fifteen of 21 secondary level respondents reported the same level. Seven elementary boards (3 secondary) reported between eleven and twenty-five percent anglophones; 3 elementary boards (1 secondary) reported between twenty-six and fifty percent anglophones; 1 elementary (no secondary) reported between fifty-one and seventy-five percent, and 2 elementary (no secondary) reported between seventy-five and 100 percent anglophones.

Some boards wrote in comments on this. One reporting between fifty-one and seventy-five percent anglophones indicated that intention to reduce this over the next five years to between zero and ten percent. Another board reporting admission of between eleven and twenty-five percent anglophones stated, "Nous avons admis a date. Nous voulons changer la ligne de conduite." (This line of thought was also presented to the committee in interview-discussions with other groups.) One board raised the nominal francophone issue by stating, "We consider them all as French speaking but there are certainly varying levels of accomplishment in the language and some are being helped via French nursery school previous to kindergarten." One board stated, "On ne refuse personne." A board stated in a brief to CODE, "There is a desire by many parents whose mother tongue is not French to have their children attend French-language schools in this community. If this trend continues, there could be

increase of about 200 students in these schools during the next six-seven years." One board reported that they have between eleven and twenty-five per-cent of their students (elementary) "en classes homogenes de recuperation en francais jusqu'a la 5e annee." (An issue for consideration is raised when some boards are sensing the pressures for assimilation from the majority English-speaking milieu, and wish to strengthen the French milieu in the school, while other boards are admitting "all comers" including anglophones interested in French and nominal francophones. An examination of the responses to the questionnaires could be interpreted as indicating that some boards have not yet determined their policy on this. This is a growing area of concern in schools for a minority population with a declining enrolment.)

Comparing the responses on this questionnaire between items 7 and 4, boards indicate a much greater tendency to admit anglophones to francophone programs than they do francophones to immersion courses directed toward anglo-phones. The francophones provincially are a minority, for whom many educators state that the school plays an important role in language and cultural maintenance. The question then arises as to the effect of the presence of even a small number of members of the dominant language group in the minority group classrooms. Three of the respondents above indicated that they wish to reduce the numbers or have taken steps to recuperate the language (in the case of French origin students weak in French).

Item 8 - Under part "a" of the question, directors were asked to indicate the number of francophone consultants providing services to the French language schools, and then to list the subject areas for which the service is provided and to indicate the level (elementary or secondary). Of 56 respondents, 28 reported that they had no francophone consultants, 12 reported 1, and 11 reported 2 to 3, 2 reported 4 to 5, none reported 6 to 7, 1 reported 8 to 10, 1 reported 12, and 1 reported 17. The significant response in this tally is that half of those reporting said they have no francophone consultants. The tally was not done by board size. However, the fact that 28 of 56 reporting have none and 12 have only one suggests that there is not much specialized support for teachers in many areas. Under part "b" of the question, boards listed areas of service 68 times at the elementary level and 15 times at the secondary level. The subject areas indicated are shown in Table 3 by region and by level.

Table 3

Table showing subject areas for which consultancy is available by school level and by region. Numbers indicate frequency subject area was reported. (No. of boards - 56.)

Level	Elementary									Secondary									The Regions	
Subject	1	2	3	4	5	6	7	8	9	1	2	3	4	5	6	7	8	9	1	2
All subjects	2	1							1									1#1	1	Central
General				1	1					1	1		1		1				2	East
Primary	1			1	1					1	1		1		1				3	Midnorth
Junior & Intermed.	1																		4	Midwest
Lang. Arts	1																		5	Northeast
Oral French	1		1																6	Niagara
Francais																			7	Northwest
																			8	Ottawa Valley
																			9	West
Communications					1							1*						1		
Correction de lang.					1							1		1						
Religious Ed.	1		1	1				3	2						1					
Catechism			3	4			1	1	1											
Psychology	1																			
Social Worker	1																			
Music			1	1			1	1												
Physical Ed.			1	1			1													
Art			1						1											
Librarian			1																	
A.V. & Library									4											
Special Ed.			2	2				3												
Orientation																		1		
Guidance					1										1					
"Arts plastiques"								2												
"Recuperation"								1												
Curriculum								2												
Family Life			1																	
Integrated Studies								1												
Vocational														1						
Pure and App. Sci.														1						
Geography														1*						
History														1*						
Soc. and Environ.																				
Sciences															1					
Environm. Sciences				1																
Mathematics				2																

*The "Moderns" department coordinates the programs for these 3 subjects.

#All subjects, esp. "Francais" (1 person).

One board reminded the authors that there are no longer "subject specialists" available. Three boards pointed out that although they have no francophone consultants they have the services of supervisory officers from the Ministry; one board indicating no local consultants said they purchase outside services. One serving the secondary level said, "Nous n'avons personne. Le Ministère?" One board stated that they see one supervisory officer twice a year. It seems that there are a number of areas with a lack of frequent specialized input now. This may be of greater concern to smaller boards in particular as enrolment declines. Demands will be placed on teachers to provide the same services to students, if not an even greater amount than before as teachers' numbers decline. One northern board reported in response to item 8 that "Presentement, trois conseillers pédagogiques employes par le conseil travaillent avec nos enseignants. Nous devront éventuellement abolir ces trois postes a cause de la diminution d'eleves."

(The findings from the Churchill study, made the following remarks and suggestion concerning the consultant service. It suggested (tentatively) that the consultancy service provided within the school boards was considered deficient compared with the general level of consultation services independently of language. It said also that francophones at both the elementary and secondary levels suggested a strong need for consultant service for teachers of Franco-Ontarian studies. The francophones appeared to place more importance on the utility of such services than anglophones - so many problems exist, so few materials were available, and the environment was inhospitable to the survival of the French culture. The report suggested that the reintroduction of specialist regional services in French would be acceptable even if English ones remain as they are.)

Item 9 - Directors were asked, "Does the board have plans for the introduction, expansion or reduction of French programs for francophone students?" If the response was "yes" the respondent was asked to state whether the change is to be beginning, extension or reduction of program and at what level (elementary or secondary). Of 61 respondents 22 reported that they have plans for change, 36 said they have no plans for change (3 did not respond). One non-respondent added a note saying, "The whole matter is under special discussion at this time." Another non-respondent added a note saying, "Will expand if required." A respondent who tallied no change said that there was some discus-

sion of implementing a junior kindergarten program, but that it is difficult in rural areas and is not in place in the English language schools either.

Eight boards reported beginning programs at the elementary level, while 3 reported beginning programs at the secondary level. Ten reported extending programs at the elementary level, while 4 reported extension at the secondary level. One board with a small enrolment up to grade 3 expressed plans to expand as soon as practical and to provide an enriched French program and for taking some academic subjects in French in grades 7 and 8, if numbers warrant, as the pupils (now up to grade 3) progress into grades 7 and 8.

One board reporting an extension of program at the secondary level intended the timing to be "chaque annee jusqu'a ce que nous ayons egalite entre les cours francais et anglais." They indicated, however, that with declining enrolment, "il sera très difficile pour nous de maintenir et de continuer à progresser vers 100% de nos cours en français et en anglais." No boards reported a reduction in program for this item.

As to the timing of the changes, the elementary plans for beginning programs were 7 in 1978-79 and 1 in 1979-80, the secondary plans were 3 in 1978-79 (one of which will then be extended upwards a grade in 1979-80). Six elementary level boards plan extension in or beginning in 1978-79, one plans this in 1980, 1 said when necessary and 2 gave no time. Two secondary level boards plan extension in 1979-80, one plans extension for several years from 1979 onwards, and one plans the extension for the 1980-81 school year.

Table 4

Table indicating by region the number of boards with plans for change or no change in the provision of programs for francophone students.

Region	1	2	3	4	5	6	7	8	9	Total
Change	5	1	2	0	6	1	0	2	5	21
No. change	4	2	-	3	5	3	3	5	5	36
N.R.	1							1	1	3
Total	10	3	10	3	11	4	3	8	9	61

Table 5

Table showing the number of boards indicating each type of program change planned: beginning, extending or diminishing by region.

Region	Elementary										Secondary									
	1	2	3	4	5	6	7	8	9	Total	1	2	3	4	5	6	7	8	9	Total
Begin.	2	-	1	-	1	-	-	1	3	8	-	-	-	-	1	-	-	-	2	3
Extend.	3	1	1	-	2	1	-	1	1	10	1	-	1	-	2	-	-	-	-	4
Reduce	-	-	-	-	-	-	-	-	-	0	-	-	-	-	-	-	-	-	-	0

Item 10 - The respondents were asked to estimate the number of their schools that will be closed in each of the next five school years, by level. The responses are indicated in Tables 6 and 7. The pattern is one school closing the first year, two the second, three the third and fourth and five the last year (1982-83), at the elementary level. No respondents envisaged any school closings at the secondary level.

Table 6

Board estimates of the number of schools to be closed over the next five years, elementary level.

Number of Schools	Year				
	1978-79	1979-80	1980-81	1981-82	1982-83
0	35	33	32	32	30
1	1	2	3	3	5
2	-				
3	-				
4	(1)*	(1)*	(1)*	(1)*	(1)*
10	(1)*				
11		(1)*	(1)*	(1)*	(1)*
?	2	3	3	3	3

*Miscoded

Table 7

Board estimates of the number of schools to be closed over the next five years, secondary level.

	YEAR				
	1978-79	1979-80	1980-81	1981-82	1982-83

Eighteen respondents reported no closings (6 reported either N/A or no response, and 1 was miscoded).

Item 11 - Respondents were asked to indicate problems on declining enrolment, in an open-ended item.

Except for the Central region, for which the comments received suggest increased enrolment, the boards raised a variety of issues related to the effects of declining enrolment from busing, to staffing, to difficulty in re-training full services, to funding, to special education.

One mentioned that there will probably be an increase of multiple classes. One suggested that there may be a move away from specialist to generalist teachers which would require that retraining programs be provided. One

mentioned that economic factors (factory layoffs) may lead to further reductions in particular areas. One mentioned the diffusion of population by separate and public boards operating in a single area (grade 9 - 10 level). One took a positive turn by saying, "C'est le temps d'offrir une meilleure education."

APPENDIX C

Faculty of Education, University of Ottawa. Enrolment by subject of student teachers of secondary education.

Inscriptions par matière-secondaire - Université d'Ottawa

N.B. Chaque étudiant a deux matières de bases.

Il s'agit des étudiants du cours régulier ici.

Sujet	73-74	74-75	75-76	76-77	77-78
Affaires et commerce(s)	9	11	12	18	14
Affaires et commerce(D)	-	-	4	3	8
Anglais	5	6	8	9	3
Arts (theatre)	-	5	5	8	4
Arts visuels	13	8	16	12	8
Bibliothéconomie scolaire	16	10	13	13	5
Biologie	1	3	2	8	4
Chimie	1	1	-	1	-
Ed. physique/hygiène	14	13	12	26	11
English	19	7	8	10	8
Espagnol	6	2	7	9	6
Français	43	18	15	29	30
French	20	24	34	42	31
Géographie	12	9	13	9	12
Géologie	1	-	-	-	1
Histoire	14	12	12	17	18
Mathématiques	20	12	13	27	10
Musique (inst.)	-	-	-	2	3
Orientation	22	26	19	29	24
Physique	2	1	-	3	3
Sciences	16	7	9	13	3
Sciences domestiques	2	2	3	5	6

Options "libres" depuis 73-74, Allemand, Arts industriels, Ecoles élémentaires, Économie, Grec, Italien, Latin, Psychologie, Russe, Sciences politiques, Sociologie, "Computer Sciences."

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